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CHILDREN PROBLEMS and SERVICES in CHILD WELFARE PROGRAMS

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CHILDREN PROBLEMS and SERVICES in CHILD WELFARE PROGRAMS

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CHILDREN'S BUREAU

in cooperation with

CHILD WELFARE LEAGUE OF AMERICA

U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

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foreword

WHAT ARE the principal problems presented by children receiving child welfare services from public and voluntary child welfare agencies throughout the United States? And what are the principal services that the agencies are providing for these children? In 1961 the Children's Bureau, working in cooperation with the Child Welfare League of America, undertook the first nationwide statistical analysis of these problems and services, and the results of this study are presented here.

The study was designed to give us needed information about the children, their characteristics—age, color, marital status of parents, public assistance status, and the like—and their problems. But the answers to questions about the children have also added to our information about the practices and needs of the agencies. For example, public child welfare programs throughout the country are confronted with neglect, abuse or exploitation by parents or guardians as the principal problem for more than a third of the children they serve. In all but six States more children were served for this reason than for any other in 1961. Yet some public welfare agencies do not have legal authority to initiate protective services in neglect cases. For both public and voluntary agencies, casework service to a child in foster care is the specific service most frequently given, and for one-half of the children in foster care in the voluntary agencies and for two-thirds of those in the public agencies, the agency has no plan except to continue the child in foster care.

The Children's Bureau is grateful to the Child Welfare League of America for its cooperation in this study, through its staff and its member agencies. Both the Bureau and the League wish to express their appreciation of the efforts of several thousand caseworkers in State and local departments of public welfare and voluntary child welfare agencies who furnished the detailed information upon which the conclusions in this publication are based.

Katherine B. Oettinger

KATHERINE B. OETTINGER
Chief, Children's Bureau

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contents

	Page
SUMMARY	1
THE CHILD'S PROBLEM	14
Classification of problems	14
Incidence of problems	17
Problems in relation to the child's whereabouts	24
Problems in relation to marital status of parents	25
Other: specify	26
State variations	28
Neglected, abused or exploited children	28
Children with emotional or behavior problems	38
Children with conflict in parent-child relationship	41
Mentally retarded children	47
Unmarried mothers	56
SERVICES DESIGNED TO SOLVE THE CHILD'S PROBLEM	65
Classification of services	65
Incidence of services	66
Service in relation to child's whereabouts	69
Service in relation to problem	71
State variations	72
Other services	72
Protective service	73
Foster care service	75
Children in foster care	76
Children for whom foster care was planned	89
Children receiving after-care service	90
Adoption service	91
THE CHILD'S WHEREABOUTS	102
Classification by whereabouts	102
Children living with parents	105
Children living with relatives	113
Children in independent living arrangements	119

Page

OTHER CHARACTERISTICS OF THE CHILDREN---- 124

Age and sex---- 124
Marital status of parents---- 128
Color or race---- 129
Public assistance status---- 139
Railroad Retirement, Veterans and OASDI benefits---- 144

AGENCY RELATIONSHIPS TO THE CHILD---- 146

Location of case record---- 146
Source of referral---- 146
Legal custody---- 148
Purchase of care and other supplementary services---- 149
Last contact by the agency with the case---- 153

METHODOLOGY---- 159

The State samples for public child welfare services---- 160
The national sample for public child welfare services---- 162
Comparison of the two samples for public child welfare services---- 162
Sampling errors and reporting errors in State samples---- 165
Confidence limits---- 171
The voluntary agency sample---- 173
Combining data for public and voluntary agencies---- 177

APPENDIX A Schedule for the study---- 179

APPENDIX B List of voluntary child welfare agencies included in the study---- 190

APPENDIX C National tables---- 197

APPENDIX D State tables---- 235

INDEX---- 285

APPENDIX C—National Tables

Problems

1 Principal problem, selected whereabouts; public agencies.
2 Principal problem, selected whereabouts; voluntary agencies.

3 Child's age, percent distribution of children by principal problem; public agencies only.
4 Principal problem, percent distribution of children by child's age; public agencies only.
5 Color or race, percent distribution of children by principal problem.
6 Principal problem, percent distribution of children by color or race.
7 Source of referral, percent distribution of children by principal problem; public agencies.
8 Source of referral, percent distribution of children by principal problem; voluntary agencies.
9 Principal problem, percent distribution of children by source of referral; public agencies.
10 Principal problem, percent distribution of children by source of referral; voluntary agencies.
11 Marital status of parents, percent distribution of children by principal problem; public agencies.
12 Marital status of parents, percent distribution of children by principal problem; voluntary agencies.

Services

13 Principal service, percentage of children with second and third service.
14 Principal service, percent distribution of children in selected whereabouts.
15 Principal service to children living with parents; public agencies.
16 Principal service to children living with parents; voluntary agencies.
17 Selected principal problems, percent distribution of children by principal service; public agencies.
18 Selected principal problems, percent distribution of children by principal service; voluntary agencies.
19 Selected principal services, percent distribution of children by principal problem; public agencies.
20 Selected principal services, percent distribution of children by principal problem; voluntary agencies.

Age

21 Child's whereabouts, percent distribution of children by age.

22 Child's age, percent distribution of children by whereabouts.
23 Child's age, statistical measures, by whereabouts.

Marital status of parents

24 Marital status of parents, percent distribution of children by whereabouts of child; public agencies.
25 Marital status of parents, percent distribution of children by whereabouts of child; voluntary agencies.

Last contact with case

26 Whereabouts of child, percent distribution of children by month and year of last contact or service by a public agency.
27 Whereabouts of child, percent distribution of children by month and year of last contact or service by a voluntary agency.

Methodology

28 Functions of voluntary member agencies of the Child Welfare League of America providing services shown in CWLA directory.
29 Percentage of not reported items and obvious errors in reports from public and voluntary agencies.

APPENDIX D—State Tables

30 State samples for public child welfare services, 1961.
31 Difference between inflated State samples for public child welfare services and annual report for 1961.
32 The national sample for public child welfare services, 1961.
33 Standard errors of percentages, by State, 1961.
34 Number of voluntary member agencies of the Child Welfare League of America, by State, and number participating in the study, 1961.
35 Principal problem reported for children receiving services from public child welfare agencies, 1961.
36 Principal service to children receiving child welfare services from public child welfare agencies, 1961.

37 Median age of children receiving child welfare services from public child welfare agencies, 1961 study compared with 1959 study.
38 Race or color of children receiving child welfare services from public child welfare agencies, 1961.
39 Percentage of nonwhite children in total receiving child welfare services from public child welfare agencies, 1961, 1959 and 1945.
40 Rates of service to nonwhite children by public child welfare agencies, 1961.
41 Marital status of parents of children receiving child welfare services from public child welfare agencies, 1961.
42 Whereabouts of children receiving child welfare services from public child welfare agencies, 1961.
43 Children receiving child welfare services from public child welfare agencies who were receiving OASDI, Railroad Retirement or Veterans benefits, 1961.
44 Source of report on characteristics of children receiving child welfare services from public child welfare agencies, 1961.
45 Source of referral of children receiving child welfare services from public child welfare agencies, 1961.
46 Percentage of children served by public child welfare agencies in legal custody of agency, 1961.
47 Children in legal custody of public child welfare agencies, by whereabouts, 1961.
48 Classification of service given by public child welfare agencies, percent distribution, 1961.
49 Children whose families received public assistance, 1961.
50 Children from ADC families receiving child welfare services, by whereabouts, 1961.
51 Children receiving child welfare services whose families received ADC; 1961 compared with 1959.

SUMMARY

THIS STUDY was undertaken by the Children's Bureau in 1961 in cooperation with the Child Welfare League of America to answer two principal questions: (1) what problems are presented by the children receiving child welfare services from public and voluntary child welfare agencies, and (2) what services do the agencies provide for such children? It was also proposed to test from a national sample the conclusions that had been drawn about children receiving services from public child welfare agencies in a study conducted in 45 States in 1959.[1] The earlier study covered such questions as age, sex, color, marital status of parents, whereabouts of the children and public assistance status.

The present study is based on: (1) State samples of 49,838 children, representing over 377,000 children receiving public child welfare services, covering with the exception of Alaska all States, Puerto Rico and the Virgin Islands and (2) a sample of 12,368 children served by voluntary member agencies of the Child Welfare League of America representing over 49,000 children. To an unknown extent the sample may also represent about 125,000 children receiving casework services from all voluntary child welfare agencies in 1961 and may thus apply to a total of more than half a million children.[2]

Since the voluntary agency sample is limited to member agencies of the Child Welfare League of America, no attempt has been made in this report to combine the two samples for public and voluntary agencies in one figure. An exception has been made only where

[1] *Children Who Receive Services from Public Child Welfare Agencies,* Children's Bureau Publication No. 387–1960.

[2] See Methodology for complete description of the study. The scope of the study is more limited than *Services in Public and Voluntary Child Welfare Programs,* Children's Bureau Publication No. 396–1962 because institutions as such, are not represented.

the weight of the conclusion suggests that the data may also be representative of the non-member agencies. One exception is the conclusion that neglect, abuse or exploitation of a child by parents or others responsible for his care was presented by the largest number of children served by all of these public and voluntary child welfare agencies considered together. Over 183,000 children were involved in neglect in the agencies reporting. In the country as a whole, the total figure may have been about 200,000 on one day of the year 1961.

Other facts are summarized below separately for the two samples.

PUBLIC AGENCIES	VOLUNTARY AGENCIES

Problems

The most important single problem presented by the 377,000 children served by public agencies was neglect, abuse or exploitation by parents or others responsible for the child's care. For 36 percent of the children this was the principal problem. For 46 percent it was among the first three problems. (p. 20)

In all but six States more children had neglect, abuse or exploitation as a principal problem than any other. (p. 28)

Second in importance was an emotional or behavior difficulty which was reported as the principal problem for 9 percent of the children and among the first three problems for 20 percent of the children. Third was illness of parent, involving 9 percent as a principal problem and 17 percent among the first three problems. (Table 2, p. 21)

Child in need of guardianship, parents not married to each other, conflict in parent-child relationship, and financial need of family, follow among the first seven in rank of principal problems. (p. 21)

While for 16 percent of the children the fact that the parents were not married to each other was reported among the first

The most important single problem presented by the 49,000 children served by voluntary agencies was the fact that the child's parents were not married to each other. This was the principal problem for 29 percent of the children and among the first three problems for 35 percent. (p. 23)

Second in importance was an emotional or behavior difficulty of the child. This was the principal problem for 18 percent of the children and among the first three problems for 34 percent. Third was neglect, abuse or exploitation of the child, involving 13 percent as a principal problem and 21 percent among the first three problems. (Table 2, p. 21)

Conflict in parent-child relationship, unmarried mother, illness of parent, and child in need of guardianship follow among the first seven in rank of principal problems. (Table 2, p. 21)

If the cases of children with unmarried parents are added to the cases of pregnant girls or unmarried mothers it appears that

three problems of the child, only 2 percent of the cases were themselves unmarried mothers, making a total of 18 percent with unmarried parenthood among the first there problems of children receiving child welfare services. (Table 1, p. 18)

unmarried parenthood was among the first three problems for 43 percent of all those served by voluntary child welfare agencies. (Table 1, p. 18)

Services

In the public agencies only 10 percent of the 377,000 children were receiving service in relation to adoption, 35 percent were receiving some type of foster care service, and 36 percent were receiving other casework service. (Table 36, p. 68)

In the voluntary agencies, 32 percent of the 49,000 children were receiving service in relation to adoption, 31 percent some type of foster care service, and 30 precent other casework service. (Table 36, p. 68)

Among 24 defined services, the specific service provided to the largest proportion of children as a principal service was casework service to a child in foster care (30 percent). Second in rank was casework service related to problems of the child's behavior, parent-child relationships or other problems of the child's adjustment to himself, his family and the community (21 percent). Third was protective service, that is, service related to neglect, abuse or exploitation of the child (12 percent). Fourth was purchase of service or care (9 percent). (Table 36, p. 68)

Among 24 defined services, the specific service provided by voluntary agencies to the largest proportion of children as a principal service was casework service to a child in foster care (28 percent). Second in rank was preadoption supervision in an adoptive family home (23 percent). Third was casework related to problems of the child's behavior, parent-child relationships or adjustment to himself, his family and the community (20 percent). Fourth was casework service for unmarried mothers (7 percent). (Table 36, p. 68)

While the public agencies were purchasing service or care for 9 percent of the children, 85 percent of this service was given by two States, New York and Pennsylvania. Service or care was purchased principally from voluntary agencies. (p. 152)

The voluntary agencies purchased service or care as a principal service for less than 1 percent of the children and for only 1 percent among the first three services. (Table 36, p. 68)

Some children for whom service or care was purchased were reported by 41 States, but in 11 States less than 1 percent of the children were involved. In New York, service or care was purchased for 52 percent of all children and in Pennsylvania for 33 percent. Maryland, North

Dakota, and Wyoming each reported purchase of service or care for 8 percent, Colorado for 7 percent, and Minnesota for 4 percent of the children served. Some of this was purchase of service or care by one county from another county. (p. 152)

Foster care service

About 200,000 children, over 51 percent of those served by public agencies, were either in foster care or receiving some kind of foster care service.

About 52,000 children in foster care were receiving casework services from voluntary agencies. Over 48 percent of the 49,000 children served by voluntary member agencies of the Child Welfare League were either in foster care or receiving some kind of foster care service.

About 47 percent were already in foster care (foster family homes, group homes and institutions). For 1 percent, foster care was either being planned or transfers from one placement to another were in process. For 4 percent after-care service was being given upon the return of the child from foster care. (pp. 75, 89, 90)

About 45 percent were already in foster care (foster family homes, group homes and institutions). For 1 percent, foster care was either being planned or transfers from one placement to another were in process. For 2 percent after-care service was being given upon the return of the child from foster care. (pp. 89, 90)

Among the 47 percent already in foster care, 34 percent were in foster family boarding homes and 12 percent were in institutions. Free foster family homes, group homes and wage or work homes together cared for only 1 percent. (Table 55, p. 103)

Among the 45 percent already in foster care, 27 percent were in foster family boarding homes and 14 percent were in institutions. Only 3 percent were in free foster family homes, 1 percent were in group homes and less than 1 percent were in wage or work homes. (Table 55, p. 103)

Among the children in foster care 25 percent were Negro. (p. 77)

Among the children in foster care 18 percent were Negro. (p. 77)

Unmarried parents and broken homes form the family background for most of the children in foster care (81 percent) but as many as 19 percent had parents who were married and living together. (p. 78)

The children in foster care were mainly from broken homes or had unmarried parents (81 percent) but 19 percent had parents who were married and living together. (p. 78)

For 43 percent of all children in foster care, neglect, abuse or exploitation was reported as the principal problem. Second in importance among principal prob-

The principal problem for about equal proportions of the children in foster care was an emotional or behavior problem (22 percent) and parents not married to

lems was "child in need of guardianship" (11 percent). Illness of parent was third (10 percent). (p. 79)

Only 5 percent of the children in foster care were receiving adoption service; 7 percent were receiving casework related to the child's adjustment; 67 percent were receiving casework service to children in foster care. (Table 41, p. 80)

Forty-two percent of the children in foster care had been placed only once but 16 percent had had 4 or more placements and in the rare case the child had been placed 22 times. (p. 82)

Thirty-one percent of the children in foster care had been served 6 years or more. These are the children who may be said to be "in danger of growing up in foster care." The average (mean) length of time since the child's case was first opened was 4.6 years. About 22 percent of the children in foster care had been served for 6 years but less than 12, about 9 percent, had been served 12 years or more. (p. 84)

Who pays for foster care? For 7 percent of the children no payments were made; that is, the child was supported entirely by the institution or the foster family with whom he lived. The parent paid the entire cost for 3 percent and some part for another 8 percent. The largest sources of support, however, were county and State governments. The county alone paid for 30 percent, the State alone paid for 34 percent. For 24 percent there were combined sources of support such as the State, the county and sometimes the parent. (p. 85)

Eleven percent of the children in foster care had parents who paid something for their care; for 6 percent the payments by parents were less than $30 a month, for 5 percent they were $30 or more per month. (p. 85)

each other (21 percent), while neglect, abuse or exploitation was third (17 percent). (p. 79)

Among the children in foster care, 18 percent were receiving adoption service; 10 percent were receiving casework related to the child's adjustment; 61 percent were receiving casework service to children in foster care. (Table 41, p. 80)

Forty-eight percent of the children who were in foster care had been placed only once but 15 percent had had 4 or more placements. None had been placed over 9 times. (p. 82)

Twenty-three percent of the children in foster care had been served 6 years or more. These are the children who may be said to be "in danger of growing up in foster care." The average (mean) length of time since the child's case was first opened was 3.6 years. About 16 percent of the children in foster care had been served for 6 years but less than 12, about 7 percent, had been served 12 years or more. (p. 84)

Who pays for foster care? For 5 percent of the children served in foster care by voluntary agencies no payments were made; that is, the child was supported entirely by the institution or the foster family with whom he lived. The parent paid the entire cost for 14 percent and part cost for another 10 percent. The county paid for 34 percent, the State for 7 percent, the voluntary agencies for 30 percent, and combined sources for 9 percent. (p. 85)

The parents of 24 percent of the children in foster care paid something for their care; for 6 percent the payments by parents were less than $30 a month, for 18 percent they were $30 or more per month. (p. 85)

The parents of 35 percent of the children in foster care who had parents were not receiving casework service. Among the remaining 65 percent, 48 percent received service from the same public agency that served the child, 6 percent from another public agency and 2 percent from a voluntary agency. For 9 percent of the children in foster care, casework for parents was not required of the agency because the child had been abandoned or relinquished for adoption. (p. 86)

Casework for parents was provided by the agency serving the child in foster care most frequently in cases in which the service to the child was related to the child's adjustment (58 percent) or when the child was in an institution (55 percent). It was least frequently given when the child was receiving preadoptive study (36 percent) or when the agency was planning placement for adoption (27 percent). (p. 86)

For 64 percent of the children in foster care the public agencies reported that the only plan for the child was continuation in foster care. For 12 percent return to parents was expected and for 1 percent an older child or young person would be placed in an independent living arrangement. Adoption was planned for 13 percent of the children in foster care. (p. 87)

Children living in institutions constituted 12 percent of the total number receiving public child welfare services. Forty percent of these were in institutions operated under public auspices, 60 percent in institutions operated by voluntary organizations. The largest proportion were in institutions for dependent and neglected children (62 percent) and the next largest in institutions for delinquent children (18 percent). Only 6 percent were in residential treatment centers for emotionally disturbed children and 2 percent

The parents of 23 percent of the children in foster care who had parents were not receiving casework service. Among the remaining 77 percent, 52 percent were receiving casework service from the same agency that served the child, 5 percent from a public agency, and 3 percent from another voluntary agency. For 17 percent of the children, however, casework was not required of the agency because the child had been abandoned or relinquished for adoption. (p. 86)

Casework for parents was provided by the agency serving the child in foster care most frequently in cases in which the service to the child was related to the child's adjustment (58 percent) or when the child was in an institution (61 percent). Casework for parents was least frequently given when the child was receiving preadoptive study (43 percent) or when the agency was planning placement for adoption (30 percent). (p. 86)

For 51 percent of the children in foster care the voluntary agencies reported that the only plan was continuation in foster care. For 13 percent return to parents and for 2 percent transfer to independent living arrangements was expected. Adoption, however, was planned for 25 percent of the children in foster care. (p. 87)

Fourteen percent of the children served by voluntary agencies were in institutions and 89 percent of these were in voluntary institutions. Thirty-four percent were in institutions for dependent and neglected children and very few were in institutions for delinquent children. In contrast to the public agencies, 43 percent were in residential treatment centers for emotionally disturbed children and 13 percent were in maternity homes for unmarried mothers. (p. 87)

were in maternity homes for unmarried mothers. (p. 87)

After- care service was a small part of the total agency service, involving only 4 percent of all children served by public agencies. Over one-half of these children had been in foster family homes, 29 percent in institutions for delinquent children and 20 percent in institutions for dependent and neglected children. (p. 90)

After- care service was a small part of the total voluntary agency service, involving only 2 percent of the children served. Nearly three-fifths (59 percent) of these had been in foster family homes, 34 percent in institutions for dependent and neglected children and 7 percent in institutions for delinquent children. (p. 90)

Adoption service

For only 10 percent of the 377,000 children served by public agencies was adoption service the principal service. Forty percent of these were already in adoptive family homes and were receiving preadoption supervision. About one-fifth were receiving preadoptive study, adoption was being planned for one-tenth, and for nearly one-third an investigation was being made of an independent adoption placement at the request of a court. (p. 91)

Nearly one-third (32 percent) of the 49,000 children served by voluntary agencies were receiving adoption service. Nearly three-fourths of these were already in adoptive family homes and were receiving preadoption supervision. A very small proportion were under investigation at the request of a court, while this was an important public agency service. (p. 91)

The principal problem for children receiving preadoption supervision in adoptive family homes was the fact that the parents were not married to each other (37 percent) but 19 percent were neglected, abused or exploited and 18 percent were in need of guardianship. (Table 48, p. 92)

The principal problems for children receiving preadoption supervision in adoptive family homes was parents not married to each other (83 percent) or child in need of guardianship (9 percent). The proportion who had been neglected, abused or exploited was much smaller than in the public agencies (3 percent). (Table 48, p. 92)

Among the children receiving preadoption supervision in adoptive family homes or for whom an investigation was being made of an independent placement, 63 percent had parents who were not married to each other, 28 percent had homes broken by divorce, separation, desertion, or death and 9 percent had parents who were married and living together. (Table 50, p. 95)

An even larger proportion of the children in adoptive homes had parents not married to each other than in the public agencies (88 percent), 8 percent had broken homes, and only 4 percent had parents who were married and living together. (Table 50, p. 95)

The children receiving adoption service from public agencies were somewhat older than those served by voluntary agencies. The median age did not differ greatly, 2 years compared with 1 year, but the proportion over 5 years old was larger, 25 percent compared with 7 percent. (p. 96)

More of the children supervised by voluntary agencies in adoptive homes were less than 6 months old than in the public agencies, 19 percent compared with 10 percent, and fewer were over 5 years old, 7 percent compared with 25 percent. The median age was 1 year, compared with 2 years in the public agencies. (p. 96)

The larger proportion of older children may be related to the considerable amount of service that the public agencies give to the courts in relation to independent adoptions and to stepparent adoptions. The public agencies were making as many investigations for courts as the combined number of preadoptive studies and adoption plans that were being made on the initiative of parents.

The voluntary agencies give less service to courts in stepparent and independent adoption investigations. This may affect the age distribution.

Nearly one-half of the children who are available for adoption at ages 5 through 9 years are the children of married, divorced or separated parents. Over two-thirds of the children of unmarried parents who are adopted are adopted before they are 5 years old. (p. 97)

As in the public agencies, 46 percent of the children who are adopted at ages 5 through 9 years are the children of married, divorced or separated parents. About 85 percent of the children of unmarried parents who are adopted are adopted before they are 5 years old. (p. 97)

Eight percent of all white children and 5 percent of all Negro children served by public agencies were in adoptive family homes. Among children supervised in adoptive homes by public agencies 82 percent were white, 15 percent were Negro, and 3 percent were other nonwhite. (p. 99)

Twenty-four percent of all white children and 17 percent of all Negro children served by voluntary agencies were in adoptive homes. Among children supervised in adoptive homes by voluntary agencies 88 percent were white, 10 percent were Negro and 2 percent were other nonwhite. (p. 99)

Whereabouts of child

The proportion of children in various living arrangements is highly variable from State to State, depending in part upon the character of the child welfare program. (p. 102)

Only 25 percent of the 49,000 children served by voluntary agencies were in the homes of parents. Thirteen percent lived with both parents, 10 percent with the mother only and 2 percent with the father. (Table 55, p. 103)

The State samples, inflated in accordance

Slightly larger proportions of children

with each State's sampling proportion, show that for the country as a whole, 37 percent of the 377,000 children served by public agencies live with their parents, 17 percent with both parents, 17 percent with the mother only and 3 percent with the father only. (Table 55, p. 103)

Only 1 percent were in independent living arrangements. Seven percent lived with relatives. (Table 55, p. 103)

Nearly half (47 percent) of all children served by public agencies were in foster care, including 35 percent in foster family homes and 12 percent in institutions. Less than 1 percent were in group homes. (Table 55, p. 103)

While 27 percent of the children had parents who were married and living together, only 62 percent of these children were living with their parents. (p. 105)

Among children whose parents were divorced, about 42 percent were living with one or the other parent and 30 percent were in foster family homes. (p. 105)

Twenty-one percent of the children whose parents were not married to each other were still living with their mothers and 43 percent were in foster family homes. (p. 105)

lived in independent living arrangements than in the public agencies (3 percent compared with 1 percent) but smaller proportions lived with relatives (2 percent compared with 7 percent). Twenty-three percent were in adoptive homes, compared with 6 percent in the public agencies. (Table 55, p. 103)

While the proportions in foster care were about the same in public and voluntary agencies, larger proportions were served by voluntary agencies in institutions (14 percent) and in group homes (1 percent) and smaller proportions in foster family homes (30 percent). (Table 55, p. 103)

Twenty-four percent of the children had parents who were married and living together, but only 55 percent of these children were living with their parents. (p. 105)

Among children whose parents were divorced, 31 percent were living with one or the other parent and 30 percent were in foster family homes. (p. 105)

Of the children whose parents were not married to each other, very few (3 percent) were still with their mothers; 36 percent were in foster family homes. (p. 105)

Age

The median age of all children served by public agencies was 10.7 years. The median age ranged from 8 years in Florida, Louisiana, New Mexico, Oklahoma and Tennessee to 15 years in Puerto Rico and Nebraska. Twenty-two percent were less than 5 years old, 8 percent were 18 years or older. (p. 124)

Children served by voluntary agencies were younger than those served by public agencies. The median age was 8.8 years, compared with 10.7 years in the public agencies. Twenty-eight percent were under 2 years old compared with 7 percent in the public agencies. On the other hand there was a slightly higher propor-

tion in the group aged 20 years and over. (p. 124)

Marital status of parents

The proportion of children receiving services from public agencies whose parents are married and living together has decreased, while the proportions with parents divorced, separated, deserted and unmarried have increased:

	1961	*1945*
Married and living together	27	37
Divorced, separated or deserted	35	24
One or both parents dead	14	23
Parents not married to each other	24	16

(p. 128)

The proportion of children with parents not married to each other was much higher in the voluntary agencies than in the public agencies, while the proportions with divorced, separated or deserted parents were smaller:

	1961
Married and living together	24
Divorced, separated or deserted	27
One or both parents dead	11
Parents not married to each other	38

(Table 75, p. 131)

Color or race

The great majority of children receiving child welfare services from public agencies are white children. Nevertheless, the proportion of nonwhite children is increasing. (p. 129)

In 1961, 24 percent of the 377,000 children served by public agencies were Negro, 2 percent American Indian and 1 percent other nonwhite. For a comparable group of States, the percentage nonwhite increased from 14 percent in 1945 to 27 percent in 1961. (p. 132)

The States vary widely in rates of service to nonwhite children in the population. Among the 9 States with the largest number of nonwhite children, New York, Mississippi, and North Carolina served from 12 to 19 nonwhite children per 1,000, while Texas, Georgia and California served only 1 or 2 per 1,000. Minnesota served 161 nonwhite children per

A larger proportion of the 49,000 children served by voluntary agencies were white children than in the public agencies, 84 percent, compared with 73 percent. (p. 131)

1,000, the highest rate of any State. (p. 133)	
The principal problems presented by nonwhite children did not differ greatly from the problems of white children. Neglect, abuse or exploitation was the most significant, need of guardianship was second. Emotional or behavior problems were less frequently reported for Negro children than for white children. (p. 135)	The principal problems presented by Negro children served by voluntary agencies differ slightly from those presented by white children. Parents not married to each other was first for Negro as well as white children but the proportion was even greater, 38 percent compared with 28 percent. Neglect, abuse or exploitation was second, with the same percentages for Negro and white children (13 percent). An emotional or behavior problem was third, with considerably smaller proportion for the Negro children, 12 percent compared with 19 percent. (p. 135)
The parents of 43 percent of the Negro children were not married to each other, compared with 16 percent for the white children. (p. 133)	The parents of 58 percent of the Negro children served by voluntary agencies were not married to each other. (p. 133)
Only 12 percent of the Negro children lived with both parents. (Table 78, p. 137)	Only 8 percent of the Negro children lived with both parents. (Table 78, p. 137)
There was little difference between white and nonwhite children in the total time they had been served by the reporting public agency. (p. 138)	Negro children had been served by the voluntary agencies for somewhat longer periods than the white children. Only 24 percent had been served less than one year and only 49 percent less than two years. (Table 79, p. 138)

Public assistance status

About 27 percent of the 377,000 children served by public agencies were in families, or had been placed from families, receiving public assistance. Eighteen percent were from families receiving Aid to Dependent Children (now Aid to Families with Dependent Children). In 1959 the proportion from families receiving public assistance was 19 percent, for those receiving ADC, 14 percent. (p. 140)	About 14 percent of the 49,000 children served by voluntary agencies were in families, or had been placed from families, receiving public assistance. For 7 percent the public assistance was Aid to Dependent Children; for 6 percent, general relief; and for 1 percent other types of public assistance. (p. 140)
There was wide variation among the	

States in the proportion of children who were from families receiving public assistance, from 2 percent in the District of Columbia to 58 percent in California and Idaho. The median percentage was between 27 and 28 percent; States close to the median were New York, Colorado, Illinois, Wisconsin, West Virginia, North Carolina, Vermont, Oklahoma and Wyoming. (p. 141)

Railroad Retirement, Veterans and OASDI benefits

Of the 377,000 children served by public agencies, 5 percent received OASDI benefits, 2 percent received Veterans benefits and less than 1 percent received Railroad Retirement benefits. The number receiving OASDI benefits in a comparable group of States increased 41 percent between 1959 and 1961. (p. 145)

Agency relationships

The case record in the public agency upon which the facts in this study are based was a local case record for 81 percent of the children and a State case record for only 19 percent of the children. (p. 146)

The principal sources of referral to public agencies were courts or probation officers (28 percent), other community agencies (20 percent), parents (18 percent), another unit of the same public agency (10 percent), and an unrelated person (10 percent). (p. 147)

Courts, probation officers and police referred 39 percent of the children who were neglected, abused or exploited; parents and relatives referred 17 percent of these children. (p. 148)

Children whose parents were not married to each other were referred principally by other agencies (30 percent), or by the

The principal sources of referral to voluntary agencies are other community agencies, which may be located either inside or outside the same community and include social agencies, health agencies, schools, churches and other community organizations. The voluntary agencies received 43 percent of the children from this source. The second source was the parent (26 percent) and the third was an unrelated person (13 percent). (p. 146)

Courts, probation officers and police referred 30 percent of the children who were neglected, abused or exploited; parents and relatives, 18 percent. (p. 148)

Children whose parents were not married to each other were referred principally by other agencies (47 percent), or by the

parents themselves (27 percent). (p. 148)

A court had given legal custody of 42 percent of all children served to the public agency that was serving the child. Fifty-nine percent of these children were in foster family homes, 13 percent were in institutions and 12 percent were living with parents. Percentages in legal custody of the public agencies ranged from none in Iowa to 96 percent in Connecticut. (p. 148)

Among children whose parents were married and living together, 27 percent were in legal custody. (p. 148)

In 78 percent of the cases the public agency's last contact was made by a visit. (p. 153)

The public agencies completed the study during the first half of 1961. They reported the last contact with the case during the first quarter of 1961 for 48 percent and during the second quarter for 36 percent. They had contact with 84 percent of the cases during 1961 and with 97 percent within fifteen months before the study. (p. 158)

For 3 percent there had been no contact within the past fifteen months. Most of these children were in foster care. (p. 158)

parents themselves (32 percent). (p. 148)

While a smaller proportion of the children served by voluntary agencies were in the legal custody of the agency than in the public agencies, the proportion is significant (35 percent). Over one-third (36 percent) of these were in foster family homes and one-tenth were in institutions, but 2 percent were living with parents. (p. 148)

Among children whose parents were married and living together, 11 percent were in legal custody. (p. 148)

In 77 percent of the cases the voluntary agency's last contact was made by a visit. (p. 153)

The study by the voluntary agencies extended throughout the year 1961. They reported contact with 69 percent of the cases during the first half of 1961 and with 29 percent during the second half, a total of 98 percent during the calendar year of the study. For 1 percent the last contact had been in the second half of 1960 and for another 1 percent in the first half of 1960. (p. 158)

Less than one-half of 1 percent of the cases served by the voluntary agencies had had no contact during 1961 or 1960. Most of these children were in foster care. (p. 158)

THE CHILD'S PROBLEM

PREVIOUS STUDIES by the Children's Bureau had not asked a question about the child's problem, perhaps because it was considered too difficult for reply on a large scale by State departments of public welfare. Since not all of the children are served by fully trained caseworkers there might have been doubt about the adequacy of the diagnosis. Moreover, it was believed that even trained caseworkers were not ready to answer a question about problems with a sufficient degree of precision. Those with adequate social work training would recognize the importance of social diagnosis but might hesitate to fit the children into simple categories, knowing the complexity of the situation of many of the children.

The results of this first national study of problems presented by children receiving child welfare services therefore are presented as tentative conclusions or first approximations. Later studies, in greater depth and on a smaller scale, may afford greater precision.

Classification of problems

The classification scheme used for study of the child's problems was a check list made up from categories that are used in case recording in several States,[3] from schedules that had been discussed previously by groups of social workers [4] and from suggestions by the professional staff of Federal agencies.

The method of classifying problems was not subjected to pretest and no definitions of problems were furnished to the reporting agencies, partly because of lack of time for discussion and perfection, partly because it was expected that professional social workers who were responsible for reporting would recognize the categories and would have the same understanding of their meaning.[5] The

[3] Connecticut, Florida, and North Dakota, for example.

[4] Special credit should be given to Novick, Mary B.: *A Plan for Statistical Reporting on Selected Child Welfare Programs in Two California Counties,* Laurin Hyde Associates. Reproduced by the Children's Bureau, March, 1961.

[5] It is noteworthy that the State departments of public welfare that had systems for classifying problems also had not furnished their workers with detailed definitions of these problems.

problem reported is the conclusion of the social worker, not checked by any independent analysis in this study, although in many cases it had been checked in the casework process by a case supervisor. It was expected that if any schedules were prepared by non-professional workers the case record would be the basis for the report and the caseworker's judgment would be recorded. It is possible that this was too great an expectation for the present state of case recording, but for only 1 percent of the children served by public welfare agencies and one-half of 1 percent of those served by voluntary child welfare agencies was there no report at all of the principal problem presented by the child.[6]

The reporting agencies[7] were given a list of 18 specific problems and one "other: specify" category. They were asked to check all problems that were shown in the child's case record on or after the date of the most recent opening of the case and to underline the principal problem.

The list included in the schedule was intended to be a list of problems to be solved. An accompanying check list of services which the agency provided was intended to furnish a parallel means of reporting action for a particular child appropriate to the problem specified.

A child welfare case, by definition, is the case of one child, no matter how many children there may be in a family. The problem to be solved is expected to be "child-centered." Nevertheless, the child who has a family is not considered in isolation by the child welfare worker and many children's problems not only may involve other members of the family but may actually arise because of other members. The process of child welfare casework also includes work with family members, particularly in a protective service case or if the child has been placed in foster care.

No attempt was made in the schedule to classify the 18 separate problems under general headings such as those suggested by Ripple and Alexander in the University of Chicago study.[8] While such an attempt can now be made in presenting the results of the present study, it must be recognized that the case of a child does not fit into

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[6] On the other hand, the principal problem for 6 percent of the children in the public agencies and 2 percent in the voluntary agencies was reported in "other: specify." These cases are discussed below.

[7] Child welfare divisions of State and local departments of public welfare, a few independent public child welfare agencies and voluntary child welfare agencies that were members of the Child Welfare League of America. Throughout this report the reporting units are referred to as public and voluntary agencies.

[8] Ripple, Lilian and Alexander, Ernestina, "Motivation, Capacity, and Opportunity as Related to Use of Casework Service: Nature of Clients' Problem," *Social Service Review*, 1956, 30, 38–53 (March).

the same general headings as that of an adult. The elements that enter into the picture of the "victim of circumstance" or the result of external environmental conditions, if the victim is a child, especially a young child, may be the behavior or the failure of action on the part of adults who form the principal part of the child's environment. There seem, therefore, to be three general groups of problems presented by these children:

First, there was the group in which the problem to be solved was principally outside the child's own behavior or psychology, although it might have involved both environmental and psychological factors in other persons. Under this heading the list furnished to the agencies included the following:

1. **Neglect, abuse or exploitation of the child**
2. **Child's parents not married to each other**
3. **Child in need of guardianship**
4. **Illness of parent, including mental illness**
5. **Inadequate housing**
6. **Child of agricultural migrant**

Second, there were problems in which the child's behavior, handicap or interpersonal relationships may have contributed to the situation but in which other persons also played a part. Four items on the list fell into this category:

7. **Conflict in parent-child relationship**
8. **Problems of adjustment of the child on return to his own home from an institution for delinquent children**
9. **Problems of adjustment of the child on return to his own home from other foster care**
10. **Physical handicap of child causing problem of child's adjustment or problems in family**

Third, there were problems in which the child's behavior or condition was paramount, regardless of the circumstances under which he lived. This group included:

11. **Emotional or behavior problem of child**
12. **Child in conflict with law**
13. **Mental retardation of child**

Finally, there was a group of what have been called "statements of status" in which the problems were either very complicated

or were ill-defined. These cases might have presented a constellation of child welfare problems or might not have involved child welfare problems at all if the circumstances had been different. These were:

14. **Pregnant girl or unmarried mother**
15. **Illness of child**
16. **Employment of mother**
17. **Unemployment of father**
18. **Financial need of family**

The results of the tabulation of the 18 problems under these general headings is shown in table 1 and chart 1. Figures for each State are given in Appendix table 29a.

Incidence of problems

While it is not surprising that the group of problems classified as "external to the child" accounts for the largest numbers of children, the outstanding result of this study is the fact that the single, most important problem was neglect, abuse or exploitation by parents or others responsible for the child's care. This diagnosis was presented as the principal problem and among the first three problems for the largest number of children served by public and voluntary child welfare agencies together on one day of the year 1961.

What does neglect, abuse or exploitation mean? By definition, neglect cases or "protective service" cases are those in which a child welfare agency has initiated contact with a family upon complaint by someone in the community that a child was being neglected, abused, exploited or permitted to live under hazardous conditions by parents, guardians, relatives or others responsible for the child's care. An essential contrast is made in this definition between protective service cases and other child welfare cases in the fact of initiation of contact by the agency itself. In other child welfare cases contact is usually initiated voluntarily by parents, relatives or other persons responsible for the child's care, but in the protective service case the agency makes at least one visit without the invitation of the family.

The first step that the agency takes in a protective service case is to inquire into the facts to ascertain whether or not it is probable that neglect exists. If neglect seems probable, the agency begins work with the family for the protection of the child and the improvement of conditions in the home. If, after the agency's efforts, the family is unable to improve the conditions and the child is still in

Table 1. Problems presented by children receiving child welfare services

Problem	Percent distribution			
	As principal problem		Among first three problems	
	Public agencies	Voluntary agencies	Public agencies	Voluntary agencies
Total	100	100	(1)	(1)
External to the child:				
Neglect, abuse or exploitation of child	36	13	46	21
Parents not married to each other	7	29	16	35
Child in need of guardianship	8	5	16	11
Illness of parent	9	8	17	15
Inadequate housing	(*)	(*)	6	2
Child of agricultural migrant	(*)	.....	(*)	.....
Interpersonal relationships:				
Conflict in parent-child relationship	5	9	15	25
Problem of adjustment of the child on return from foster care	1	(*)	3	1
Physical handicap of child causing problem of child's adjustment or problems in family	3	2	5	4
Child's behavior or condition:				
Emotional or behavior problem of child	9	18	20	34
Child in conflict with law	4	1	7	3
Mental retardation of child	4	1	7	4
Problems complicated or ill-defined:				
Pregnant girl or unmarried mother	1	8	2	8
Illness of child	1	(*)	2	2
Employment of mother	(*)	2	2	5
Unemployment of father	1	(*)	6	4
Financial need of family	5	2	21	10
Other	6	2	10	6

*Less than 1 percent.
[1] Each percentage related to total number of children.

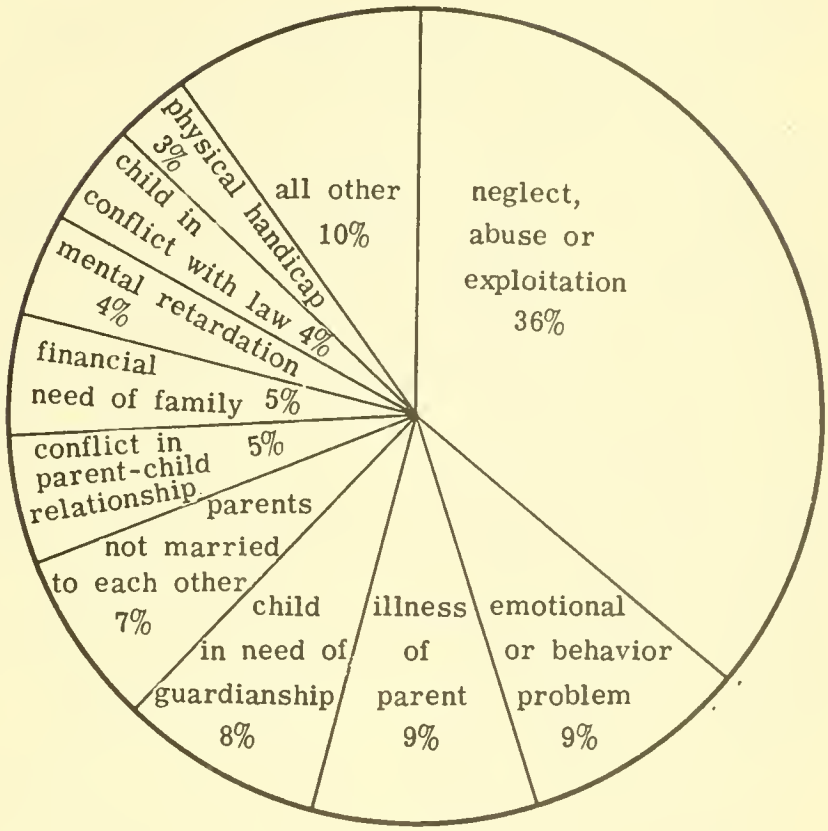
danger, the agency may ask a court for an order to remove the child from his parents and may then place him with responsible relatives, in a foster family home or in an institution.

Details are lacking as to how serious were the problems of neglect, abuse or exploitation presented by the children included in this study. It seems probable, however, that the diagnosis in these cases may extend from the situation in which the parent fails to clothe the child adequately, to keep him clean and to send him to school, to cases of deliberate and repeated neglect of the child's health, exposure to parental alcoholism or prostitution, or severe beating resulting in physical injury.

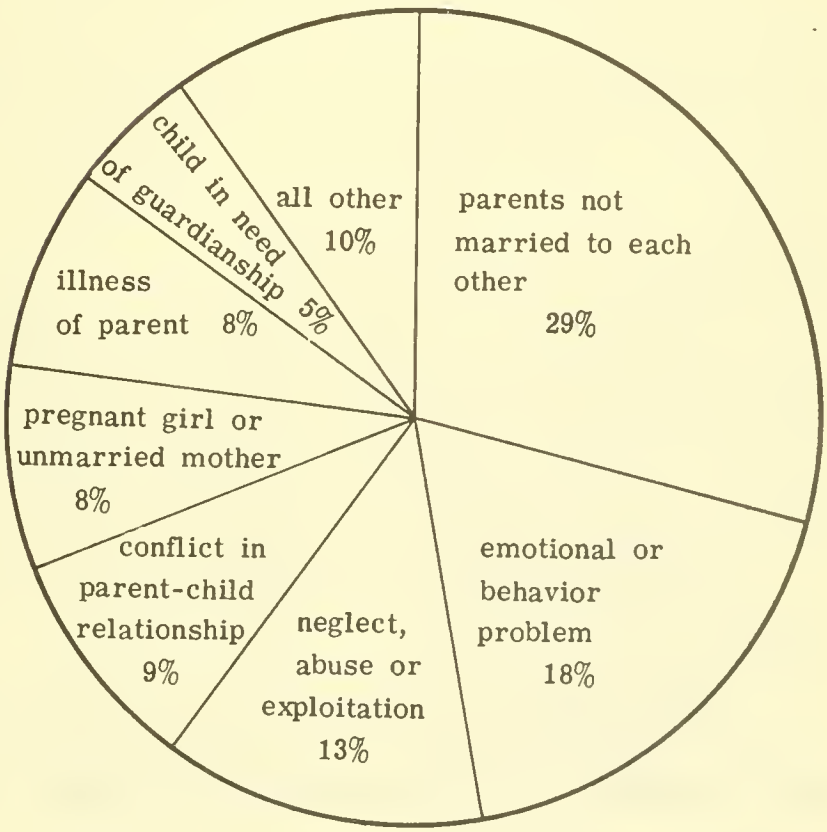
Whatever the exact situation, these are children for whom a parent, relative, or other older person responsible for the child's care

Chart 1. THE CHILD'S PRINCIPAL PROBLEM

PUBLIC AGENCIES


neglect, abuse or exploitation 36%
emotional or behavior problem 9%
illness of parent 9%
child in need of guardianship 8%
parents not married to each other 7%
conflict in parent-child relationship 5%
financial need of family 5%
mental retardation 4%
child in conflict with law 4%
physical handicap 3%
all other 10%

VOLUNTARY AGENCIES


parents not married to each other 29%
emotional or behavior problem 18%
neglect, abuse or exploitation 13%
conflict in parent-child relationship 9%
pregnant girl or unmarried mother 8%
illness of parent 8%
child in need of guardianship 5%
all other 10%

had failed to provide a suitable home, not because of financial need, but because of psychological incapacity or unwillingness to meet the situation. Many of the parents were surely mentally ill, some were alcoholic, others, as many schedules noted, were themselves too "immature" to make suitable homes for their children.

While neglect, abuse or exploitation as usually diagnosed is primarily the neglect of parents or other persons responsible for the child's care, and while protective service is usually social service given to a child in his own home before removal by court order, a large proportion of the children in this study who were classified as neglected, abused or exploited had already been placed in foster care. The explanation doubtless lies in the instructions given in the study for reporting problems. As noted above, the agencies were asked to check all problems shown on the child's record at the time of the most recent opening of the case and all that were added later. They were also asked to underline the principal problem. Thus, it is probable that many cases were opened as neglect cases, that the child was removed from the home by court order and that he may have been in foster care for several years at the time of the study, but the most important problem in his case was still the early neglect by parents or others responsible for his care.

Further details about neglect cases will be found below.

For the public agencies, neglect, abuse or exploitation stands out as the most significant category among principal problems. For the voluntary agencies, on the other hand, unmarried parents and emotional or behavior difficulties of children contribute larger shares to the caseload. While neglect, abuse or exploitation involved 36 percent of the children served by public welfare agencies as a principal problem, it was the principal problem for only 13 percent of the children served by voluntary agencies.

Among children served by voluntary agencies the largest number, 29 percent, had as the principal problem the fact that their parents were not married to each other, while this was reported as a principal problem for only 7 percent of the children served by public welfare agencies.[9] For 18 percent of the children served by voluntary agencies the principal problem was an emotional or behavior difficulty.

The ranking of principal problems and the effect of adding second and third problems reported for a particular child are shown in table 2.

Where principal problems alone are considered, neglect, abuse or exploitation far outranks all others among children served by public agencies, with 36 percent of the children affected. No other

[9] This percentage would probably be increased by more careful classification of cases reported as "other: specify." See below for discussion of these cases.

Table 2. Rank in problems presented by the child

Public agencies		Voluntary agencies	
Principal problem		*Principal problem*	
	Percent		*Percent*
Neglect, abuse or exploitation	36	Parents not married to each other	29
Emotional or behavior problem	9	Emotional or behavior problem	18
Illness of parent	9	Neglect, abuse or exploitation	13
Child in need of guardianship	8	Conflict in parent-child relationship	9
Parents not married to each other	7	Unmarried mother	8
Conflict in parent-child relationship	5	Illness of parent	8
Financial need of family	5	Child in need of guardianship	5
First three problems		*First three problems*	
Neglect, abuse or exploitation	46	Parents not married to each other	35
Financial need of family	21	Emotional or behavior problem of child	34
Emotional or behavior problem	20	Conflict in parent-child relationship	25
Illness of parent	17	Neglect, abuse or exploitation	21
Parents not married to each other	16	Illness of parent	15
Child in need of guardianship	16	Child in need of guardianship	11
Conflict in parent-child relationship	15	Financial need of family	10

single condition was reported as the principal problem for more than 9 percent of these children. Emotional or behavior problem of child, illness of parent, child in need of guardianship, parents not married to each other, financial need of family and conflict in parent-child relationship follow among the first seven in rank.

When second and third problems are added, neglect, abuse or exploitation appears even more importantly at the head of the list for public agencies, with 46 percent of all children reported. But financial need, which involved only 5 percent of the children and ranked sixth as a principal problem, now ranks second with 21 percent of the children served by public agencies.

Since child welfare agencies, public and voluntary, are usually not equipped to give financial aid or relief and since child welfare workers do not ordinarily determine eligibility for public assistance programs, the report of financial need as the principal problem indicates that in some areas there are inadequacies in authority, organization and resources to meet financial need.

Among the children for whom financial need was reported as the principal problem by public agencies, more than one-half were reported by three States—Alabama, Mississippi and Pennsylvania. (Appendix table 35.) In Alabama these children constituted 13 percent of all cases,[10] in Mississippi 40 percent [11] and in Pennsylvania 5 percent. In a few other States, in which the numbers reported for financial need as the principal problem were not large, the proportions of the total for the State were over 5 percent—California, 9 percent; Florida, 6 percent; Kentucky, 6 percent; Oklahoma, 11 percent; Oregon, 7 percent; South Carolina, 6 percent; and Tennessee, 9 percent.

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[10] The Alabama State Department of Pensions and Security explained this high percentage as follows: "We have reviewed the schedules for the children who were reported as having "financial need" as the principal problem and find that the majority of these were children in ADC cases who were under the supervision of child welfare workers. There were, however, several children with financial need shown as the principal problem who were not in families receiving public assistance. We believe this can be explained by the fact that we have no general assistance programs in Alabama and also no ADC—unemployed parent program. There are on occasions families in need of financial aid who do not meet the eligibility requirements for the other public assistance categories. In situations of this type the county departments attempt to locate local resources which can be utilized in meeting the needs of these families and children. We note that the children for whom financial need was reported as the principal problem also had problems other than those of financial need."

[11] The Mississippi State Department of Public Welfare explained this situation as follows: "In classifying cases and services we are confronted with several problems which have a direct bearing on the question raised by you. Mississippi does not have a State-wide general assistance program. This means our county departments receive many requests for services from families who are in financial need but are not eligible for any of the categorical public assistance programs. Some counties register as child welfare cases these requests for financial services but should register them as other service cases. In other instances even though child welfare services are being provided, because of the critical financial need, the workers report financial need as being the major problem. We have experienced a great amount of difficulty in attempting to define what should constitute a child welfare case and what should be an other service case. We hope that this problem can be further resolved in the coming months."

Many of the children for whom illness of parent was the principal problem were children whose mothers were ill, who needed temporary placement or homemaker service because the fathers could not cope with the situation or because there was no other parent in the home. Some, however, had parents who were mentally ill and the children needed long-time care. Details are lacking on these situations.

While most of the children for whom the principal problem was "conflict in parent-child relationship" were adolescents, and some were unmarried mothers, a surprising number were infants. These were described by some of the agencies as "unwanted" or "rejected" children whom the parents were willing to give up for adoption. This is, of course, not the usual meaning of conflict in parent-child relationship.

The voluntary agencies show a marked contrast, not only in principal problems of children, but in the rank of all problems when second and third problems as well as principal problems are considered. For more than a third (35 percent) of all children served by voluntary agencies it was reported that parents not married to each other was among the first three problems of the child. Another third (34 percent) had emotional or behavior difficulties. Third in rank among the first three problems was conflict in parent-child relationship (25 percent), while only 15 percent of the public child welfare services were concerned with this problem. Neglect, abuse or exploitation takes fourth place among the children served by voluntary agencies, in contrast to first place among those served by public agencies and the proportion is less than half as great, 21 percent compared with 46 percent.

One of the categories among problems external to the child, involving 8 percent of the children served by public agencies and 5 percent of those served by voluntary agencies, was the phrase "child in need of guardianship." This classification was applied sometimes in the case of a child of unmarried parents and sometimes when the parents had separated or one had deserted or the child was a foundling. In any case, it indicates that the agency's principal task was to find substitute parents for a child who had no more important problems.

Among those served by public and voluntary agencies as child welfare cases were pregnant girls or unmarried mothers. It has been pointed out that the case of an unmarried mother may present a series of problems, including conflict in parent-child relationship, conflict with the law, emotional or behavior difficulty, mental retardation, and others. As listed in the study schedule, however, being an unmarried mother was in itself a problem and it was reported to be the principal

problem for 1 percent of those reported as child welfare cases by public agencies and 8 percent of those reported by voluntary agencies. These cases are discussed below in a separate section.

Although it is the policy of many child welfare agencies to provide after-care service for a child returned from foster care, problems of adjustment of the child on return from foster care or from stay in an institution for delinquent children involved very small proportions of children in both public and voluntary agencies, either as a principal problem or among the first three.

Physical handicap of the child, causing difficulties in the child's adjustment or difficulties in the family, was reported to be the principal problem or a secondary problem for 5 percent of the children served by public agencies and 4 percent of those served by voluntary agencies. Unfortunately details of the type of handicap could not be tabulated by machine and details are lacking for all of the cases in this category. Since the question was limited to cases in which the handicap caused social problems it is possible that many other children also had important health problems.

Just why inadequate housing should be a principal child welfare problem is not clear, although it would be expected frequently as second or third. It was reported as the principal problem for less than 1 percent of all children receiving services and so small a proportion may not be statistically significant, but it was among the first three for 6 percent of those served by public agencies and 2 percent of those served by voluntary agencies. As an accompanying child welfare problem it is thus important.

The remaining problems in the check list furnished by the schedule—illness of child, employment of mother, unemployment of father, and financial need of the family—do not in themselves constitute child welfare problems and were not expected to be reported as the principal problem. Except for financial need they were in fact reported as principal problems for small numbers and small proportions of the total number of children.

Problems in relation to the child's whereabouts

The removal of children from home because of neglect, abuse or exploitation results in making this diagnosis the principal problem for children in very different types of living arrangements. (Appendix tables 1 and 2.) Among children living with parents and served by public agencies the proportion for whom this was the principal problem was 33 percent, but for children in foster family homes and institutions it was even larger, 48 and 45 percent, respectively. For children living in the homes of relatives, also, the pro-

portion (37 percent) was higher than in the homes of parents.

On the other hand, the most significant problems for young people receiving services from public agencies and living in independent living arrangements were unmarried motherhood (20 percent), neglect, abuse or exploitation (19 percent) and emotional or behavior difficulty (14 percent).

For children supervised by public agencies in adoptive homes, the most frequent principal problems were parents not married to each other (31 percent) and need of guardianship (20 percent).

The voluntary agencies present a different distribution of problems in relation to whereabouts. Children were served in their own homes more frequently because of emotional or behavior difficulties and conflict in parent-child relationship than because of neglect, abuse or exploitation. Only 20 percent of the children served by voluntary agencies in foster family homes and 27 percent of those in institutions had neglect as a principal problem. Thirty-one percent of the children in foster family homes had no more important problems than that their parents were not married to each other [12] and 22 percent of the children in institutions had emotional or behavior difficulties. Illness of parents was also a principal problem for 16 percent of the children in institutions. Among those served by voluntary agencies in independent living arrangements, over two-thirds were pregnant girls or unmarried mothers.

Problems in relation to marital status of parents

Among children served by public agencies, the proportion of children who were neglected, abused or exploited was 35 percent for those whose parents were married and living together, 39 percent for those whose parents were divorced and 50 percent for those whose parents were separated or deserted. (Appendix tables 11 and 12.)

While neglect, abuse or exploitation was also a significant problem for children who had lost one parent, it was reported as the principal problem for only one-fifth of those who had lost both parents and one-quarter of those whose parents were not married to each other. For those children whose parents were dead or were not married, the need of guardianship or the mere fact of the parents not being married to each other constituted the principal problem for the largest number of children.

The voluntary agencies also reported the largest proportion of neglected, abused or exploited children among the children whose parents were separated or deserted, and the smallest proportion among

[12] These, however, were mostly infants for whom the agency was making plans for adoption.

those whose parents were not married to each other. For these latter children, that is those with unmarried parents, more than three-quarters had as the principal problem simply the fact that the parents were not married to each other.

Other: specify

It is not unusual in statistical classifications to include a miscellaneous category such as "other: specify." In so new a statistical inquiry as that into the problem presented by the child who receives child welfare services this seemed to be a necessity. It was certain that not all of the important categories had been thought of in advance. The schedule also had not been pretested. Nevertheless, this miscellaneous question is to be avoided if possible, partly because it invites carelessness on the part of the person who answers the questionnaire and partly because it cannot be handled by machine tabulation. Hand tabulation and analysis of the miscellaneous answers are time consuming and costly. The possibility of discovering useful classes for incorporation in future studies, however, prompted a partial examination of the results in the schedules that were available in Washington.

The public agencies reported the principal problem as "other: specify" for 6 percent of the children and the voluntary agencies reported 2 percent in this miscellaneous item. Schedules for the public agencies in six States were analyzed, two States with the largest percentages and four States with the smallest percentages of "other: specify." The total number of public agency schedules thus examined was 152. While the results are probably not statistically conclusive, they suggest deficiencies in the schedule that could be remedied in the future.

The public agencies found the greatest lack to be a way of classifying the problem in adoption cases, in which it seemed to them that the child presented no problem except the need to complete a process of adoption already begun in some way. About three-fourths of the "other: specify" cases were those of adoption cases. Many of these were stepparent adoptions or relative adoptions in which a court had asked for investigation. Others were "independent" adoptions in which the child already had been placed by parents and the court was asking for study. Some of these children had already been relinquished by parents. In other cases the married parents or an unmarried mother were requesting the agency to place the child in an adoptive home and were ready to relinquish it.

The lack of a specific category for stepparent and relative adoptions was undoubtedly a mistake in planning the schedule. The ques-

tion of independent adoptive placements is a little different. While the agencies that indicated the problem in independent adoptions as "other: specify" did not recognize any category in the list of problems that would fit these cases, other agencies with similar problems probably reported "child's parents not married to each other" or "child in need of guardianship" for the same situation. Thus a comparable tabulation of these cases which have been classified as "other: specify" might add 3 or 4 percent to the percentages given for these two categories among the first three problems, for the public agencies. This would be an increase from 16 to 19 or 20 percent, with a corresponding reduction in "other."

Another defect in the schedule, which involved smaller numbers of children, was the lack of a category for parental difficulties requiring physical care and social supervision of a child who had no other problems. While the schedule provided for neglectful parents and ill parents, it did not provide a problem category for the child whose mother had died but whose father had not remarried and was asking help from the agency in making arrangements for the care and training of the child.

The schedule also did not provide for marital conflicts which endangered the child, or for divorce proceedings and contests over the custody of the child.

The problem was classified as "other: specify" in only 261 schedules from the voluntary agencies. Fifty-four schedules from 14 agencies have been examined in detail. All but one of these were multi-function agencies. While the 54 schedules examined may not be representative of the entire 261, they seem to indicate a somewhat different situation in the voluntary agencies. One quarter were adoption cases similar to those in the public agencies, except that none were stepparent, relative or independent placement investigations at court request.[13] Another quarter were cases of the parent's emotional or marital difficulties. A third quarter dealt with borderline psychological problems of children who had not been diagnosed as having an emotional or behavior difficulty but who had others, such as reading difficulties. About one-eighth were cases in which a previous plan for the child had been unsuccessful, such as an adoption placement or a placement with a relative or in a foster home, in which the problem did not seem to be that of the child but of the foster parent or an agency. Perhaps in these cases the agency had not been called in on the child's original problem but had undertaken the case later. The remainder were cases of arrangements for children from broken homes whose parents were temporarily, at least, unable to care for them

[13] Only one adoption case was reported as "other" by the agency devoted exclusively to unmarried mothers and adoption.

adequately and asked help in care and supervision. There was an occasional case of a child who had been in foster care who needed a scholarship to continue his education.

A reclassification of these "other" problems in the voluntary agencies would not change significantly the percentages already given for principal problems. They suggest, however, that the classification system could be improved in a future study.

State variations

The prevalence of neglect, abuse or exploitation is shown again in comparisons among the States of the principal problems presented by the children receiving public child welfare services. In all but six States more children had neglect, abuse or exploitation as a principal problem than any other category. (Appendix table 35.) This does not mean a majority of the children, but the largest number for any one problem. In some States another problem may have been a close second.

The six States that were the exception were the District of Columbia, where need of guardianship was first; Mississippi, where financial need led; North Dakota, where a physical handicap was first; Puerto Rico, with an emotional or behavior problem; Wyoming, with conflict with law; and Georgia, where "other: specify" had the largest number.

Mississippi's concentration on financial need has been discussed above. North Dakota's emphasis on physical handicap is perhaps related to the fact that, unlike most States, the State Department of Public Welfare administers the program for crippled children's services. In the District of Columbia, Puerto Rico and Wyoming the difference in emphasis on problems may reflect differences in programs.

The percentages of children whose principal problem was neglect, abuse or exploitation ranged from 9 percent in Puerto Rico to 68 percent in Michigan. The median was 36 percent and Illinois, New York, and Virginia were at the median. (Chart 2)

Special tabulations have been made for five groups of children with selected problems and will be discussed below. These are (1) neglected, abused or exploited children, (2) children with emotional or behavior problems, (3) children with conflict in parent-child relationships, (4) mentally retarded children, and (5) unmarried mothers.

Neglected, abused or exploited children

Neglect, abuse or exploitation, as noted above, was the principal problem for 36 percent of the children served by public welfare

Chart 2. PERCENTAGE OF NEGLECTED, ABUSED OR EXPLOITED CHILDREN SERVED BY PUBLIC AGENCIES

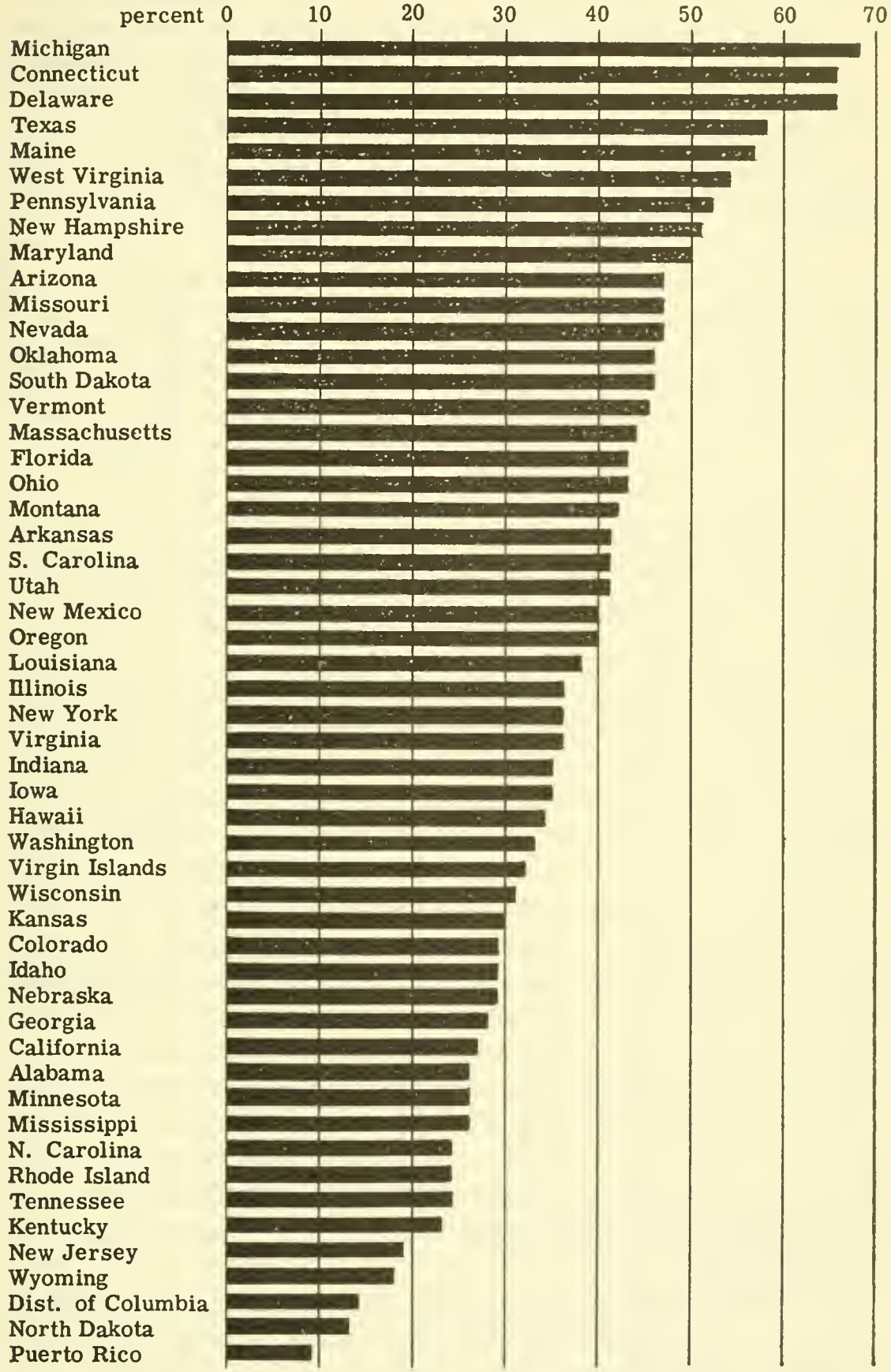


Table 3. Age of children who had been neglected, abused or exploited

Age in completed years	Percent distribution	
	Public agencies	Voluntary agencies
Total	100	100
Less than 1	1	1
1	3	3
2	4	4
3–4	11	9
5–9	30	27
10–13	24	26
14–17	22	23
18 and over	5	7

agencies and 13 percent of those served by voluntary agencies. This problem appeared among the first three for 46 percent of the children served by public agencies and 21 percent of those served by voluntary agencies.

For all children in the United States served by public and voluntary child welfare agencies this is probably the single most important problem. Special tabulations are available for all of the children who had among their first three problems neglect, abuse or exploitation. The samples studied included 23,405 schedules from public agencies and 2,684 schedules from voluntary agencies.

Neglect or protective service cases were defined above as those in which the agency initiated contact with the family upon complaint by someone in the community that a child was being neglected, abused or exploited. Nevertheless, as appendix tables 7–10 show, cases of neglect came to the attention of the agency also in other ways. In the public agencies 59 percent came from various sources in the community, including 30 percent from courts or probation officers and 9 percent from the police. But parents themselves referred 10 percent of the cases. These may, of course, have been cases in which one parent was concerned about abuse or neglect by the other parent.

While the agency may request a court to remove the child from a home that appears unable to improve, the courts and the police in 39 percent of the cases were themselves bringing a neglected or abused child to the attention of the agency for investigation and service.

The courts and police refer other than neglect cases to the agencies, such as guardianship and conflict with law, but of all cases referred to public agencies by the courts or probation officers, 40 percent were neglect cases and of all cases referred by police 55 percent were neglect cases.

In the voluntary agencies court and police referrals were a little less frequent, only 30 percent, but referrals by parents were somewhat more frequent, 14 percent. The largest source of referral of neglect cases in the voluntary agencies, however, was another social agency. (38 percent)

About the same proportions of white and Negro children among those served by public agencies and by voluntary agencies had been neglected. In the public agencies the proportion of white children neglected was 37 percent, of the Negro children 34 percent; for the voluntary agencies the proportion neglected was 13 percent of each racial group. (Appendix table 5.)

While the numbers of American Indian children served was relatively small, an even higher proportion of those served by public agencies had been neglected, abused or exploited, 53 percent.[14]

Because of the larger number of white children in the total caseload, however, (appendix table 6), and therefore in the samples studied, which are discussed in the following paragraphs, 74 percent of the children served by public agencies whose principal problem was neglect, abuse or exploitation were white, 21 percent were Negro, 4 percent were American Indian and 1 percent were of other races.

Among the neglected children served by voluntary agencies 82 percent were white, 15 percent Negro, 2 percent American Indian and 1 percent of other races.

The ages of children who had been neglected, abused or exploited are shown in table 3. Very small proportions in both public and voluntary agencies were less than 1 year old, 4 percent were less than 2 years old, and 8 percent were less than 3 years old. The proportion 10 years and older was slightly larger in the voluntary agencies (56 percent) than in the public agencies (51 percent). Three-quarters of the children in both public and voluntary agencies were from 5 through 17 years old.

In both the public and the voluntary agencies more than two-thirds of the children who were neglected, abused or exploited were children from broken homes. Only one-quarter of the public agency children and a little over one-fifth of the voluntary agency children had parents who were married and living together.

Children whose parents were not married to each other

[14] The voluntary agency sample had less than 100 American Indian children.

Table 4. Marital status of parents of children who had been neglected, abused or exploited

Marital status of parents	Percent distribution	
	Public agencies	Voluntary agencies
Total	100	100
Married and living together	27	22
Divorced	18	24
Separated	18	19
Deserted	7	8
Father dead	8	8
Mother dead	5	6
Both parents dead	1	1
Parents not married to each other	16	12

Table 5. Whereabouts of neglected, abused or exploited children

Whereabouts	Percent distribution	
	Public agencies	Voluntary agencies
Total	100	100
With parent	35	23
In independent living arrangement	1	1
With relative	8	4
In adoptive family home	3	5
In foster family home	42	43
In group home	(*)	1
In institution	9	21
Elsewhere	2	2

*Less than 1 percent.

showed a smaller incidence of neglect, abuse or exploitation, perhaps because large proportions were surrendered for adoption when very young. Only 16 percent of the public agency children who were neglected had parents not married to each other, compared with 24 percent for the entire group. For the voluntary agencies, children with parents not married to each other were only 12 percent of those neglected, abused or exploited, compared with 38 percent for all voluntary agency children. (Table 4.)

Table 6. Services to neglected, abused or exploited children

Service	Percentage of children receiving specified service			
	As principal service		Among first three services	
	Public agencies	Voluntary agencies	Public agencies	Voluntary agncies
Total	100	100	(1)	(1)
Adoption service	4	10	6	12
Preadoptive study of child	1	3	2	4
Planning placement for adoption	1	2	2	3
Preadoption supervision	2	5	2	5
Investigation for court of independent placement	(*)	.....	(*)	(*)
Foster care service	42	54	49	64
Planning foster care placement	1	1	2	3
Casework service to child in foster care	38	49	42	55
After-care service	3	4	5	6
Other casework service	43	32	63	68
Related to problems of child's adjustment	15	19	26	40
Related to neglect, abuse or exploitation	28	13	36	26
For youth in conflict with law	(*)	(*)	1	1
For unmarried mothers	(*)	(*)	(*)	1
Other services	4	3	7	5
Intake study	2	2	2	2
Investigation for court	1	(*)	2	1
Day care service	(*)	(*)	(*)	(*)
Homemaker service	(*)	(*)	(*)	(*)
Other, not specified	1	1	3	2
Purchase, payment, legal custody	7	1	7	2
Purchase of service or care	4	1	4	1
Payment for board and care only	1	(*)	1	(*)
Legal custody only	2	(*)	2	1

*Less than 1 percent.
[1] Each percentage related to total number of neglected, abused or exploited children.

As indicated earlier, the neglected, abused or exploited children were in three distinct groups: those who were still with their parents, those who had been removed from home and were with relatives or in foster care, and those who had been returned to their parents after foster care. (Table 5.) More of these children were in foster care than with their parents.

A tabulation of the principal service and the services among the first three provided for each child reported to be neglected, abused or exploited is presented in table 6. While protective services related to neglect, abuse or exploitation were given in the cases of over one-third of the children in the public agencies and one-quarter of the children in the voluntary agencies, from one-half to two-thirds were receiving foster care service.

Thirty-five percent of the neglected children served by public agencies and 23 percent of those served by voluntary agencies were living with one or both parents.

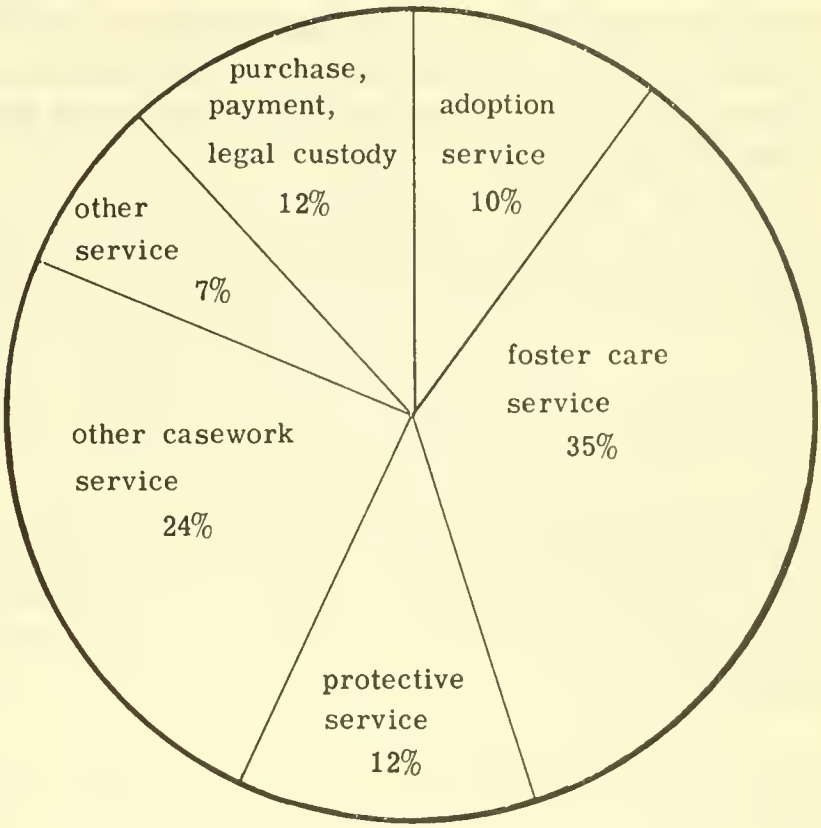
These neglected children in homes of parents were in general younger than the neglected children in foster family homes and institutions. Twenty-three percent in the public agencies and 20 percent in the voluntary agencies were under 5 years old. (Table 7.)

Table 7. Age of neglected, abused or exploited children, selected whereabouts

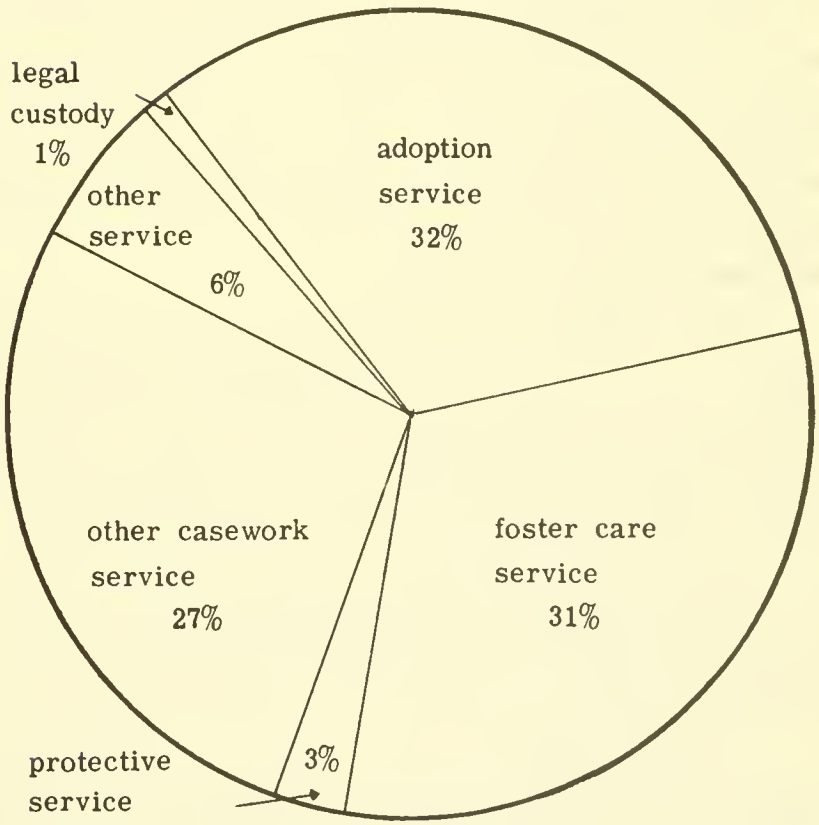
Age in completed years	Percent distribution		
	With parents	In foster family homes	In institutions
Public agencies			
Total	100	100	100
Less than 3	10	7	2
3–4	13	10	3
5–9	34	30	19
10–13	24	24	32
14–17	16	23	37
18 and over	3	6	7
Voluntary agencies			
Total	100	100	100
Less than 3	11	9	1
3–4	9	12	1
5–9	30	30	17
10–13	28	22	42
14–17	19	21	34
18 and over	3	6	5

Chart 3. THE PRINCIPAL TYPE OF SERVICE PROVIDED FOR THE CHILD

PUBLIC AGENCIES



VOLUNTARY AGENCIES



The public agencies were giving protective services to 60 percent of these children who lived with parents; the voluntary agencies were giving protective services to 40 percent. Another 25 percent of the public agency children and 41 percent of the voluntary agency children who were living with parents were receiving casework related to the child's adjustment.

Eight percent of the public agency children and 11 percent of the voluntary agency children who were living with parents were receiving after-care service upon return to their homes from placement in foster family homes, institutions for dependent and neglected children or institutions for delinquent children. In these cases presumably the agency's effort with the families had been successful and the children could be returned to their own homes.

Eight percent of the public agency children and 4 percent of the voluntary agency children who were neglected, abused or exploited were living with relatives. Most of these children were receiving either protective service or casework service related to the child's adjustment.

The public agencies were providing after-care service to 5 percent, and the voluntary agencies to 10 percent, of the neglected children living with relatives. Small numbers were receiving adoption services.

The neglected, abused or exploited children who were in foster care constituted 51 percent of the neglected children who were served by public agencies. Forty-two percent were in foster family homes, 9 percent in institutions, and practically none in group homes. Sixty-five percent of those served by voluntary agencies were in foster care, 43 percent in foster family homes, 21 percent in institutions and 1 percent in group homes.

The neglected children who were in foster care, as indicated above, were in general the older children. In foster family homes, 53 percent of the public agency children and 49 percent of the voluntary agency children were 10 years or older. The children in institutions were older still, 76 percent 10 years of age or older in the public agencies and 81 percent in the voluntary agencies.

Seven percent of the public agency children and 12 percent of the voluntary agency children were in institutions for dependent and neglected children. About one-half of these children were 10 but less than 15 years old.

Seven percent of the voluntary agency children and less than 1 percent of the public agency children who had been neglected were in residential treatment centers for emotionally disturbed children. The median age of these children was 16 years in the public agencies and 13 years in the voluntary agencies.

About three-quarters of the children who had been neglected and who were in foster care were receiving the service designated as "casework service to a child in foster care." The public agencies were providing more specialized casework service (protective service or casework related to the child's adjustment) to 11 percent, purchasing service or care for 7 percent, paying for board and care for 1 percent and exercising legal custody only, for 1 percent. Preadoptive studies were being made by public agencies for 2 percent of these neglected children who were in foster care and for another 2 percent they were planning placement for adoption.

The voluntary agencies were providing more specialized casework services, such as protective service or casework related to the child's adjustment, to 15 percent of the neglected children in foster care, making adoption studies for 4 percent and planning adoptive placement for 2 percent.

Nine percent of the neglected, abused or exploited children served by public agencies and 21 percent of those served by voluntary

Table 8. Neglected, abused or exploited children in institutions

Type of institution	Percent distribution	
	Public agencies	Voluntary agencies
Total	100	100
In public institution:		
For dependent and neglected children	25	7
Maternity home for unmarried mothers	.....	(*)
For emotionally disturbed children	2	4
For delinquent children	9	1
For mentally retarded children	4	1
For physically disabled children	1	1
Other institution	1	1
In voluntary institution:		
For dependent and neglected children	51	48
Maternity home for unmarried mothers	(*)	1
For emotionally disturbed children	2	30
For delinquent children	2	1
For mentally retarded children	1	1
For physically disabled children	1	(*)
Other institution	1	4

*Less than 1 percent.

agencies were in institutions. The type of institution is shown in table 8.

Because the voluntary agency sample includes 17 residential treatment centers for emotionally disturbed children,[15] a larger proportion of the neglected children served by voluntary agencies had been placed in this kind of institution, 34 percent compared with 4 percent for the public agencies. This may not be typical of all neglected children who are served by all voluntary agencies and institutions in the United States. On the other hand, 11 percent of the neglected children served in institutions by public agencies were in institutions for delinquent children, compared with 2 percent for the voluntary agencies.

Children with emotional or behavior problems

An emotional or behavior problem was reported as the principal problem for 9 percent of the children served by public agencies and 18 percent of the children served by voluntary agencies, taking second place in the ranking of principal problems for public agencies and also for voluntary agencies and third place for all children involved. Among the first three problems presented by a child, 20 percent of the public agency children and 34 percent of the voluntary agency children had an emotional or behavior problem.

Special tabulations have been made for all the children who had an emotional or behavior problem among the first three problems reported. The samples included 11,057 schedules from the public agencies and 4,239 from the voluntary agencies.

An emotional or behavior problem was diagnosed for a larger proportion of white children than of Negro children by both public and voluntary agencies. (Appendix table 5.)

In the public agencies 10 percent of the white children had an emotional or behavior difficulty as the principal problem, and 8 percent of the Negro children had this diagnosis. In the voluntary agencies the difference was more marked, 19 percent of the white children and 12 percent of the Negro children.

Among children with emotional or behavior difficulties as the principal problem, 78 percent in the public agencies and 89 percent in the voluntary agencies were white children. (Appendix table 6.) The public agencies had 19 percent Negro children and the voluntary agencies 10 percent. One percent of the public agency children and less than 1 percent of the voluntary agency children with an emo-

[15] According to Child Welfare League of America, Directory of Members, 1959–60.

Table 9. Age of children with emotional or behavior problems

Age in completed years	Percent distribution	
	Public agencies	Voluntary agencies
Total	100	100
Less than 3	2	2
3–4	3	3
5–9	16	17
10–13	25	29
14–17	40	34
18 and over	14	15

tional or behavior problem were American Indians.

Just over one-fifth of these children who had an emotional or behavior difficulty among the first three problems were under 10 years old. There were no significant differences in age distribution between the public and voluntary agencies. The complete age distribution is shown in table 9.

The children with emotional or behavior problems were more often the children of parents who were married and living together than were the children who were neglected, abused or exploited. While more than one-half were from broken homes, about one-third had parents who were married and living together. While the proportions with parents married and living together and with divorced parents are above the general average, the proportions with parents not married to each other are considerably below the general average. (Table 10.)

Relatively large proportions of children with emotional or behavior problems were living with their parents, 39 percent of those served by public agencies and 38 percent of those served by voluntary agencies. Larger proportions, however, were in foster care, 47 percent in the public agencies and 53 percent in the voluntary agencies. The entire distribution is shown in table 11.

Nineteen percent of the children with emotional or behavior problems served by public agencies and 27 percent of those served by voluntary agencies were in institutions. Among those served by public agencies 40 percent were in institutions for delinquent children, 38 percent in institutions for dependent and neglected children, and only 12 percent were in residential treatment centers for emotionally disturbed children. (Table 12.)

Table 10. Marital status of parents of children with emotional or behavior problems

Marital status of parents	Percent distribution	
	Public agencies	Voluntary agencies
Total	100	100
Married and living together	30	35
Divorced	22	29
Mother remarried	9	8
Father remarried	3	5
Both remarried	4	7
Neither remarried	4	6
Remarriage not reported	2	3
Separated or deserted	15	10
Separated	10	6
Father deserting	3	3
Mother deserting	2	1
Father dead	10	8
Mother remarried	4	3
Mother not remarried	5	5
Remarriage not reported	1	(*)
Mother dead	6	6
Father remarried	2	2
Father not remarried	3	3
Remarriage not reported	1	1
Both parents dead	3	2
Parents not married to each other	14	10

*Less than 1 percent.

The voluntary agencies, on the other hand, served 63 percent in residential treatment centers for emotionally disturbed children, 21 percent in institutions for dependent and neglected children and only 5 percent in institutions for delinquent children.

The ages of children with emotional or behavior problems who

were served by these agencies in residential treatment centers for emotionally disturbed children are shown in table 13.

Services provided to children with emotional or behavior difficulties are shown in table 14. The principal services given were casework related to problems of the child's adjustment and casework service to children in foster care. These two services accounted for 70 percent of the public agency children and 79 percent of the voluntary agency children for whom an emotional or behavior difficulty was the principal problem.

The public agencies were purchasing service or care for 4 percent of the children.

Among the children with emotional or behavior problems who were receiving casework service in relation to the child's adjustment, about two-thirds were living with parents (table 15) and from one-fifth to one-fourth were in foster care.

Children with conflict in parent-child relationship

Conflict in parent-child relationship ranked among the first seven reported as the child's principal problem by both public and voluntary agencies. Five percent of the children served by public agencies and 9 percent of those served by voluntary agencies had this as a principal problem. It was also among the child's first three problems for 15 percent of the public agency children and 25 percent of the voluntary agency children.

Special tabulations have been made for all of the children who presented this diagnosis among the first three problems. The sample included 8,121 public agency schedules and 3,072 voluntary agency schedules.

Conflict in parent-child relationship was reported as a principal problem for slightly larger percentages of white children than Negro children. The public agency diagnosis included 6 percent of all white children and 4 percent of all Negro children; the voluntary agencies included 9 percent of all white children and 6 percent of all Negro children.

Since the white children were included in larger numbers among those served by both public and voluntary agencies than Negro children, the children in the samples who had conflict in parent-child relationship among their first three problems were largely white, 82 percent in the public agencies and 88 percent in the voluntary agencies.

Fifteen percent of the public agency children with conflict in parent-child relationship were Negro, 2 percent American Indian, 1 percent of other races. The voluntary agency sample included 10

Table 11. Whereabouts of children with emotional or behavior problems

Whereabouts	Percent distribution	
	Public agencies	Voluntary agencies
Total	100	100
With parent	39	38
With both parents	17	20
With mother	18	15
With father	4	3
In independent living arrangement	2	3
With relative	7	2
In adoptive family home	2	2
In foster care	47	53
In foster family home	28	24
In group home	(*)	2
In institution	19	27
Elsewhere	3	2

*Less than 1 percent.

percent Negro, less than 1 percent American Indian, and 2 percent of other races.

The age distribution of children with conflict in parent-child relationship is shown in table 16. The age distribution for public and voluntary agencies does not vary significantly. The median age for both groups was 14 years. Nearly two-thirds were from 10 through 17 years of age.

Children with conflict in parent-child relationship are less likely to be from broken homes than the children who are neglected, abused or exploited. Nevertheless the proportion from broken homes is higher than the average for all children in the study. (Table 17.) For the public agencies the proportion with parents married and living together was about the same for the children with conflict in parent-child relationship as for the entire group. The proportion with divorced, separated, or deserted parents, however, was much higher, 46 percent compared with 35 percent, and the proportion with parents not married to each other much lower, 12 percent compared with 24 percent.

Table 12. Children with emotional or behavior problem in institutions

Type of institution	Percent distribution	
	Public agencies	Voluntary agencies
Total	100	100
In public institution:		
For dependent and neglected children	12	2
Maternity home for unmarried mothers	(*)	(*)
For emotionally disturbed children	7	6
For delinquent children	35	2
For mentally retarded children	4	(*)
For physically disabled children	(*)	(*)
Other institution	2	1
In voluntary institution:		
For dependent and neglected children	26	19
Maternity home for unmarried mothers	2	6
For emotionally disturbed children	5	57
For delinquent children	5	3
For mentally retarded children	1	1
For physically disabled children	(*)	.....
Other institution	1	3

*Less than 1 percent.

Table 13. Age of children with emotional or behavior problems who were in residential treatment centers

Age in completed years	Public agencies	Voluntary agencies
Number in sample	253	719
	Percent distribution	
Total	100	100
Less than 10	9	14
10–13	35	44
14–17	45	38
18–21	11	4

Table 14. Services to children with emotional or behavior problems

Service	Percentage of children receiving specified service			
	As principal service		Among first three services	
	Public agencies	Voluntary agencies	Public agencies	Voluntary agencies
Total	100	100	(1)	(1)
Adoption service	1	2	3	3
Preadoptive study of child	(*)	1	1	1
Planning placement for adoption	(*)	(*)	1	1
Preadoption supervision	1	1	1	1
Investigation for court of independent placement	(*)	.....	(*)	(*)
Foster care service	38	42	48	50
Planning foster care placement	2	1	3	2
Casework service to child in foster care	30	38	36	43
After-care service	6	3	9	5
Other casework service	50	49	74	76
Related to problems of child's adjustment	40	41	54	61
Related to neglect, abuse or exploitation	5	2	9	6
For youth in conflict with law	3	(*)	9	2
For unmarried mothers	2	6	2	7
Other services	4	6	7	8
Intake study	2	4	2	4
Investigation for court	1	(*)	2	(*)
Day care service	(*)	(*)	(*)	1
Homemaker service	(*)	(*)	(*)	(*)
Other, not specified	1	2	3	3
Purchase, payment, legal custody	7	1	6	1
Purchase of service or care	4	1	4	1
Payment for board and care only	1	(*)	1	(*)
Legal custody only	2	(*)	1	(*)

*Less than 1 percent.
[1] Each percentage related to total number of children.

The voluntary agencies, with a higher proportion of children of unmarried parents, report only 5 percent of the children with conflict in parent-child relationship as the children of unmarried parents. Forty-five percent had parents married and living together, compared with 24 percent for the entire group. Moreover, 38 percent had

divorced, deserted, or separated parents, compared with 27 percent for the entire group.

Like the children who had been neglected, abused or exploited, some of the children with conflict in parent-child relationships had been removed from their homes. (Table 18.) Less than one-half of these children who were served by public and voluntary agencies were still living with their parents. Eight percent of the public agency children and 3 percent of the voluntary agency children were with relatives.

The proportions in foster care were about the same as with parents. In the public agencies more of these children were in foster family homes than in institutions.

Fifteen percent of the public agency children and 25 percent of the voluntary agency children who had conflict in parent-child relationships were in institutions. More than three-fifths of these children who were served by voluntary agencies in institutions were in

Table 15. Whereabouts of children with emotional or behavior problems who were receiving casework service related to the problems of the child's adjustment

Whereabouts	Percent distribution	
	Public agencies	Voluntary agencies
Total	100	100
With parent	65	66
With both parents	29	36
With mother	31	26
With father	5	4
In independent living arrangement	2	3
With relative	12	4
In adoptive family home	(*)	1
In foster care	19	24
In foster family home	11	9
In group home	(*)	1
In institution	8	14
Elsewhere	2	2

*Less than 1 percent.

residential treatment centers. Figures for the several types of institutions are shown in table 19.

The services provided to these children with problems in parent-child relationship were related in part to the whereabouts of the child at the time of the study. (Table 20.) A few were receiving adoption service. The public agencies were purchasing service or care for 4 percent of the children and were paying for board and care

Table 16. Age of children who had conflict in parent-child relationship among the first three problems

Age in completed years	Percent distribution	
	Public agencies	Voluntary agencies
Total	100	100
Less than 2	1	2
2–4	6	5
5–9	18	15
10–13	22	26
14–17	40	38
18 and over	13	14
Median age in years	14	14

Table 17. Marital status of parents of children with conflict in parent-child relationship as principal problem

Marital status of parents	Percent distribution	
	Public agencies	Voluntary agencies
Total	100	100
Married and living together	28	45
Divorced	31	28
Separated or deserted	15	10
One parent dead	14	12
Parents not married to each other	12	5

Table 18. Whereabouts of children who had conflict in parent-child relationship among the first three problems

Whereabouts	Percent distribution	
	Public agencies	Voluntary agencies
Total	100	100
With parent	43	47
With both parents	17	26
With mother	21	18
With father	5	3
In independent living arrangement	2	2
With relative	8	3
In adoptive home	2	2
In foster care	43	44
In foster family home	27	17
In group home	1	2
In institution	15	25
Elsewhere	2	2

for another 1 percent. More than one-third were receiving foster care service.

The majority of these children, however, (56 percent in the public agencies and 65 percent in the voluntary agencies) were receiving casework related to problems of the child's behavior, parent-child relationship or other problems of the child's adjustment to himself, his family, and the community.

Most of these children for whom the agencies were providing casework in relation to the child's adjustment were living with parents (69 percent in the public agencies, 73 percent in the voluntary agencies). Twelve percent of the children receiving this service in the public agencies and 4 percent in the voluntary agencies were living with relatives. (Table 21.)

Mentally retarded children

While the children who were recognized and reported to be mentally retarded were only a small proportion of all the children

served in 1961, they represent a problem of increasing importance to public and voluntary child welfare agencies. Four percent of the children reported by public welfare agencies had mental retardation as a principal problem, while 1 percent of the children were so reported by voluntary agencies. The entire group of children with mental retardation, however, is larger than this, as 7 percent of the public agency children and 4 percent of the voluntary agency children had mental retardation among the first three problems. Moreover it is probable that, in both the public and voluntary agencies, some children who were mentally retarded had not yet been identified.

Special tabulations have been made for all of the children in the sample who had mental retardation among the first three reported problems. The samples included 3,792 children served by public agencies and 496 served by voluntary agencies.

The age at which diagnosis of mental retardation is made is of considerable importance, because of the possibility of early treatment and alleviation of physiological and environmental conditions that

Table 19. Children in institutions who had conflict in parent-child relationship

Type of institution	Percent distribution	
	Public agencies	Voluntary agencies
Total	100	100
In public institution:		
For dependent and neglected children	15	1
Maternity home for unmarried mothers	(*)	(*)
For emotionally disturbed children	5	6
For delinquent children	29	2
For mentally retarded children	2	(*)
For physically disabled children	(*)	.....
Other institution	2	1
In voluntary institution:		
For dependent and neglected children	31	18
Maternity home for unmarried mothers	3	7
For emotionally disturbed children	6	56
For delinquent children	5	3
For mentally retarded children	1	1
For physically disabled children	(*)	.....
Other institution	1	5

*Less than 1 percent.

Table 20. Services to children with conflict in parent-child relationship

Service	Percentage of children receiving specified service			
	As principal service		Among first three services	
	Public agencies	Voluntary agencies	Public agencies	Voluntary agencies
Total	100	100	(1)	(1)
Adoption service	2	4	3	4
Preadoptive study of child	1	1	1	1
Planning placement for adoption	(*)	1	1	1
Preadoption supervision	1	2	1	2
Investigation for court of independent placement	(*)	.....	(*)	(*)
Foster care service	34	35	42	41
Planning foster care placement	2	(*)	3	1
Casework service to child in foster care	27	32	31	35
After-care service	5	3	8	5
Other casework service	53	55	78	81
Related to problems of child's adjustment	42	47	56	65
Related to neglect, abuse or exploitation	7	2	15	7
For youth in conflict with law	2	(*)	5	2
For unmarried mothers	2	6	2	7
Other services	4	5	7	8
Intake study	2	4	2	4
Investigation for court	1	.....	2	(*)
Day care service	(*)	(*)	(*)	1
Homemaker service	(*)	(*)	(*)	(*)
Other	1	1	3	3
Purchase, payment, legal custody	7	1	7	1
Purchase of service or care	4	1	4	1
Payment for board and care only	1	(*)	1	(*)
Legal custody only	2	(*)	2	(*)

*Less than 1 percent.
[1] Each percentage related to total number of children.

contribute to mental retardation. It is therefore worthy of note that 1 percent of the public agency children and 5 percent of the voluntary agency children who were reported to be mentally retarded were less than 2 years of age. Nine percent of the public agency children and 16 percent of the voluntary agency children were preschool children,

Table 21. Whereabouts of children with conflict in parent-child relationship who were receiving casework service related to problems of child's adjustment

Whereabouts	Percent distribution	
	Public agencies	Voluntary agencies
Total	100	100
With parent	69	73
With both parents	27	40
With mother	35	28
With father	7	5
In independent living arrangement	2	2
With relative	12	4
In adoptive home	(*)	1
In foster care	15	18
In foster family home	9	6
In group home	(*)	1
In institution	6	11
Elsewhere	2	2

*Less than 1 percent.

that is, less than 5 years old. The complete age distribution is shown in table 22.

Four percent of the white children in the public agencies were reported as mentally retarded, only 2 percent of the Negro children. Similarly, the voluntary agencies reported 2 percent of the white children as mentally retarded but only 1 percent of the Negro children. (Appendix table 5.)

Among the children who had mental retardation as the principal problem, 84 percent in the public agencies and 86 percent in the voluntary agencies were white children. Fifteen and 14 percent, respectively, were Negro children. (Appendix table 6.)

Mentally retarded children had the highest percentage of parents who were married and living together of any of the special groups studied. In the public agencies 49 percent and in the voluntary agencies 39 percent had parents married and living together. These were much higher proportions of married parents than for all of the

Table 22. Age of mentally retarded children

Age in completed years	Percent distribution	
	Public agencies	Voluntary agencies
Total	100	100
Less than 2	1	5
2–4	8	11
5–9	27	22
10–13	24	26
14–17	28	26
18 and over	12	10

children in the study. The proportions of those with divorced parents and parents not married to each other was also the smallest of all the groups studied and smaller than the general average. (Table 23.)

The whereabouts of mentally retarded children is shown in table 24. While 42 percent of those served by public agencies and 36 percent of those served by voluntary agencies were living with parents, nearly one-half of those served by public agencies and 56 percent of those served by voluntary agencies were in foster care.

Among the children in foster care served by both public agencies and by voluntary agencies larger numbers were in foster family homes than in institutions.

Among the children served in institutions by public agencies, 61 percent were in specialized institutions for mentally retarded children (47 percent in public institutions, 14 percent in voluntary institutions). Twenty-one percent were in institutions for dependent and neglected children, more than one-half of these in voluntary institutions. (Table 25.) Over 9 percent were in institutions for delinquent children and 4 percent were in residential treatment centers for emotionally disturbed children.

The children served by public agencies in public institutions for mentally retarded children were considerably older than those in voluntary institutions; 53 percent in the public institutions were 14 years or older compared with 25 percent in the voluntary institutions. (Table 26.)

While the number of mentally retarded children served by voluntary agencies in institutions was small, nearly one-half were in

Table 23. Marital status of parents of mentally retarded children

Marital status of parents	Percent distribution	
	Public agencies	Voluntary agencies
Total	100	100
Married and living together	49	39
Divorced	12	14
Separated	6	7
Deserted	3	2
Father dead	7	3
Mother dead	6	2
Both parents dead	2	2
Parents not married to each other	15	31

Table 24. Whereabouts of children with mental retardation among the first three problems

Whereabouts	Percent distribution	
	Public agencies	Voluntary agencies
Total	100	100
With parent	42	36
With both parents	27	21
With mother	13	13
With father	2	2
In independent living arrangement	1	1
With relative	6	3
In adoptive home	1	1
In foster care	49	56
In foster family home	31	41
In group home	(*)	1
In institution	18	14
Elsewhere	1	3

*Less than 1 percent.

Table 25. Mentally retarded children served by public child welfare agencies [1] in institutions

Type of institution	Percent distribution
Total	100
In public institution:	
For dependent and neglected children	8
Maternity home for unmarried mothers	.....
For emotionally disturbed children	3
For delinquent children	9
For mentally retarded children	47
For physically disabled children	1
Other institution	2
In voluntary institution:	
For dependent and neglected children	13
Maternity home for unmarried mothers	(*)
For emotionally disturbed children	1
For delinquent children	(*)
For mentally retarded children	14
For physically disabled children	2
Other institution	(*)

*Less than 1 percent.
[1] Less than 100 mentally retarded children served by voluntary agencies were in institutions.

Table 26. Age of mentally retarded children served by public agencies [1] in institutions for mentally retarded children

Age in completed years	Percent distribution	
	In public institutions	In voluntary institutions
Total	100	100
Less than 1	.....	1
1	1	4
2	1	8
3–4	2	12
5–9	17	28
10–13	26	22
14–17	33	17
18 and over	20	8

[1] Available for public agencies only, as figures from voluntary agencies too small for distribution.

Table 27. Age of mentally retarded children, percent distribution by whereabouts

Whereabouts	Percent distribution								
	Public agencies						Voluntary agencies [1]		
	Under 3	3–4	5–9	10–13	14–17	18 and over	5–9	10–13	14–17
Total	100	100	100	100	100	100	100	100	100
With parent:									
With both parents	18	27	32	30	23	23	26	23	19
With mother	9	9	12	15	14	12	15	12	16
With father	.....	(*)	2	3	3	3	1	2	3
In independent living arrangement	.....	.....	.....	.....	(*)	7	.....	.....	.....
With relative	3	5	4	6	7	7	4	5	3
In adoptive home	3	(*)	1	(*)	(*)	1	2	1	.....
In foster care:									
In foster family home	52	46	36	28	27	19	42	35	34
In group home	.....	1	1	(*)	(*)	(*)	.....	1	2
In institution	14	10	11	17	24	25	10	19	20
Elsewhere	1	2	1	1	2	3	.....	2	3

*Less than 1 percent.

[1] Numbers under 5 years and over 17 years too small for percent distribution.

Table 28. Services to mentally retarded children

Service	Percentage of children receiving specified service			
	As principal service		Among first three services	
	Public agencies	Voluntary agencies	Public agencies	Voluntary agencies
Total	100	100	(1)	(1)
Adoption service	1	4	2	8
Preadoptive study of child	1	3	1	5
Planning placement for adoption	(*)	1	1	3
Preadoption supervision	(*)	(*)	(*)	(*)
Investigation for court of independent placement	(*)	.....	(*)	.....
Foster care service	45	47	54	56
Planning foster care placement	7	3	11	7
Casework service to child in foster care	35	39	39	44
After-care service	3	5	4	5
Other casework service	44	40	59	65
Related to problems of child's adjustment	35	32	44	50
Related to neglect, abuse or exploitation	7	6	12	12
For youth in conflict with law	1	.....	2	1
For unmarried mothers	1	2	1	2
Other services	5	7	8	9
Intake study	2	4	2	4
Investigation for court	1	.....	1	(*)
Day care service	(*)	.....	(*)	.....
Homemaker service	(*)	(*)	(*)	1
Other	2	3	5	4
Purchase, payment, legal custody	5	2	5	2
Purchase of service or care	3	1	3	1
Payment for board and care only	1	(*)	1	(*)
Legal custody only	1	1	1	1

*Less than 1 percent.
[1] Each percentage related to total number of children.

institutions for mentally retarded children and almost one-third in residential treatment centers for emotionally disturbed children.

A correlation between age and whereabouts is apparent in table 27. In both public and voluntary agencies the largest proportion of mentally retarded children who were under 10 years old were in foster family homes. The proportion in such homes declines at each successive age group. On the other hand, the proportions in

institutions increase with increasing age.

Services provided to mentally retarded children by public and voluntary agencies are shown in table 28. Foster care service and casework service related to the child's adjustment or to neglect are the most frequent services.

Of the mentally retarded children living with parents, 60 percent in the public agencies and 61 percent in the voluntary agencies were receiving casework related to problems of the child's behavior, parent-child relationships or other problems of the child's adjustment to himself, his family and the community. About 13 percent of each group was receiving protective services, that is, services related to neglect, abuse or exploitation.

For 12 percent in the public agencies and 2 percent in the voluntary agencies, the agencies were planning for foster care of the child who was living with parents.

No other services were of significance for the children living with parents.

More than three-quarters of the children in foster family homes and in public institutions for mentally retarded children were receiving the service designated as "casework service to a child in foster care." A few were receiving more specialized services in relation to adjustment or to neglect.

Of the children in voluntary institutions for mentally retarded children who were served by public agencies, the agencies were purchasing care for 24 percent, paying for board and care for another 15 percent, and exercising legal custody only, for 6 percent.

Unmarried mothers

A child welfare service case is defined as the case of a child under 21 years of age unless State or local regulations place a lower limitation upon service. An exception is made, however, in the case of a pregnant girl or an unmarried mother. Child welfare services can be given regardless of the age of the pregnant girl or the unmarried mother.

In the check list of problems included in the schedule for this study, the agencies were asked to check as a problem "child is unmarried mother or about to become one." This was reported as the principal problem for only 1 percent of the cases served by public agencies and 8 percent of those served by voluntary agencies. Unmarried motherhood also appeared among the first three problems for only 1 percent of those served by public agencies and 8 percent of those served by voluntary agencies. For the voluntary agencies this ranked fifth among principal problems. While the problem was smaller in the public agencies, the general interest in the subject prompted the

making of special tabulations for 998 unmarried mothers served by public agencies and 1,031 unmarried mothers served by voluntary agencies who had this problem as one of the first three.

Very slight differences were reported in the proportions of each race or color who were unmarried mothers. In the public agencies 1 percent of the white cases as well as 1 percent of the Negro cases had unmarried motherhood as the principal problem. In the voluntary agencies 8 percent of the white and 7 percent of the Negro cases had the principal problem of unmarried motherhood.

Among those served by public agencies whose principal problem was unmarried motherhood, 74 percent were white, 21 percent were Negro and 4 percent were American Indian; of those served by

Table 29. Age of white and Negro unmarried mothers

Age in completed years at birthday in 1961	Percent distribution			
	Public agencies		Voluntary agencies	
	White	Negro	White	Negro
Total	100	100	100	100
12	(*)	1	.....	1
13	(*)	1	(*)	.....
14	2	6	1	3
15	4	9	3	14
16	9	15	7	12
17	16	19	10	10
18	14	12	13	13
19	16	14	16	12
20	16	10	13	10
21	10	9	7	8
22	3	2	5	3
23	2	.....	4	2
24	2	1	4	1
25	1	(*)	2	1
26	1	.....	3	1
27	1	.....	1	1
28	(*)	.....	2	1
29	1	.....	1	1
30	(*)	.....	1	.....
31	.....	.....	(*)	1
32 and over	2	1	7	5

*Less than 1 percent.

the voluntary agencies 86 percent were white and 13 percent were Negro.

The samples for which special tabulations have been made include those cases where unmarried motherhood was reported as a second or third problem as well as those where it was reported as the principal problem. In these samples, 74 percent in the public agencies were white, 20 percent Negro, and 5 percent American Indian; in the voluntary agencies 86 percent were white, 14 percent Negro.

In both the public and the voluntary agencies there were larger proportions of Negro girls among the younger unmarried mothers. (Table 29.) In the public agencies 32 percent of the Negro girls were less than 17 years old while only 15 percent of the white girls were so young. In the voluntary agencies 30 percent of the Negro girls and 11 percent of the white girls were less than 17 years old. On the other hand, there were larger proportions of white girls among the oldest unmarried mothers. Six percent of the white unmarried mothers served by public agencies and 17 percent of those served by voluntary agencies were 25 years of age or older, while the corresponding figures for Negro girls were only 1 and 11. Consequently, the median ages were close together, for white girls in the public agencies, 19 years, for Negro girls, 18 years. In the voluntary agencies the median age of white unmarried mothers was 20 years, while the median age for Negro unmarried mothers was nearly 19. The upper quartiles also reflect the predominance of older women among the white unmarried mothers, 21 years compared with 20 years for Negro mothers in the public agencies and 23 years compared with 20 years in the voluntary agencies.

Unmarried mothers served by the voluntary agencies were in general older than those served by the public agencies, as the following combined figures for white and Negro girls show:

	Public agencies	*Voluntary agencies*
First Quartile	17 years	18 years
Median	19 years	20 years
Third Quartile	21 years	23 years

These pregnant girls or unmarried mothers were referred to public and voluntary agencies for service from a considerable variety of sources. (Table 30.) As many as 15 percent in the public agencies and 12 percent in the voluntary agencies referred themselves. Somewhat larger proportions were referred by parents or relatives (19

Table 30. Source of referral of unmarried mothers

Source of referral	Percent distribution	
	Public agencies	Voluntary agencies
Total	100	100
Unmarried mother	15	12
Parent or parents of unmarried mother	15	11
Relative of unmarried mother	4	3
Unrelated person, such as neighbor, attorney, physician, clergyman, etc	13	27
Another unit of same agency	11	(*)
Court or probation office	14	4
Police	2	(*)
Another community agency, voluntary or public, located inside or outside community such as social agency, health agency, school, church, etc	23	41
Another State or another source	3	2

*Less than 1 percent.

Table 31. Public assistance status of the unmarried mothers

Type of public assistance	Percent distribution	
	Public agencies	Voluntary agencies
Total	100	100
No public assistance	69	93
ADC under Social Security Act	21	4
General relief or other State or local public assistance	7	3
Other [1]	1	(*)
Combination of two or more	2	(*)

*Less than 1 percent.
[1] Includes OAA, APTD and AB under the Social Security Act.

percent in the public agencies and 14 percent in the voluntary agencies).

Courts and police were a more frequent source of referral to public agencies than to voluntary agencies, but referred fewer than parents and relatives.

The most significant source of referral both to the public and the voluntary agencies were other community agencies, such as social

Table 32. Marital status of parents of unmarried mothers

Marital status of parents	Percent distribution	
	Public agencies	Voluntary agencies
Total	100	100
Married and living together	40	57
Divorced	20	19
Mother remarried	8	4
Father remarried	3	3
Both remarried	4	7
Neither remarried	3	3
Remarriage not reported	2	2
Separated or deserted	10	4
Separated	6	3
Father deserting	3	1
Mother deserting	1	(*)
Father dead	12	10
Mother remarried	4	3
Mother not remarried	8	7
Remarriage not reported	(*)	(*)
Mother dead	6	4
Father remarried	2	2
Father not remarried	3	2
Remarriage not reported	1	(*)
Both parents dead	3	3
Parents not married to each other	9	3

*Less than 1 percent.

Table 33. Whereabouts of unmarried mothers

Whereabouts	Percent distribution				
	Public agencies			Voluntary agencies	
	Total	Casework related to adjustment	Special services to unmarried mothers	Total	Special services to unmarried mothers
Total	100	100	100	100	100
With parent	39	46	42	40	40
With both parents	18	15	21	26	25
With mother	19	28	19	12	13
With father	2	3	2	2	2
In independent living arrangement	19	21	22	22	23
With relative	10	14	11	7	6
In adoptive family home	(*)	1	.....	(*)	.....
In foster care	29	14	23	29	29
In foster family home	12	9	8	6	6
Boarding	8	5	5	3	3
Free	2	2	1	(*)	(*)
Work or wage	2	2	2	3	3
In group home	(*)	.....	.....	.....	.....
In institution	17	5	15	23	23
Maternity home for unmarried mothers	13	3	13	22	23
Other institution	4	2	2	1	(*)
Elsewhere	3	4	2	2	2

*Less than 1 percent.

agencies, health agencies, schools, and churches. In the public agencies 23 percent of the girls came from these sources and in the voluntary agencies, 41 percent.

Only 11 percent came to the public child welfare divisions from other divisions of the same department, such as the public assistance division.

The great majority of these girls, 93 percent in the voluntary agencies and 69 percent in the public agencies, were not receiving public assistance and did not come from families receiving public assistance. (Table 31.) Only 21 percent in the public agencies

and 4 percent in the voluntary agencies were living in or had come from families receiving Aid to Dependent Children under the Social Security Act.

Seven percent in the public agencies and 3 percent in the voluntary agencies were from families receiving general relief or other State or local public assistance.

The figures on the marital status of the parents of these unmarried mothers do not suggest any tendency for this problem to be repeated from generation to generation. Larger percentages of the girls had parents who were married and living together than any of the groups studied, 40 percent in the public agencies and 57 percent in the voluntary agencies, compared with the general averages of 28 and 24 percent. (Table 32.)

The percentages with divorced parents were slightly higher than average but the proportions with separated parents were lower.

The proportion of girls who had lost parents through death, and particularly the father's death, were considerably larger than average, 21 and 17 percent for the unmarried mothers compared with 15 and 11 percent for the entire group.

But the most striking difference is in the proportion whose parents were themselves unmarried, or not married to each other. Only 9 percent of the pregnant girls in the public agencies had unmarried parents, compared with 23 percent for all receiving child welfare services, and only 3 percent in the voluntary agencies compared with 38 percent for the entire group.

A large proportion of the unmarried mothers were living with

Table 34. Classification of service given by reporting agency to unmarried mothers

Classification of service	Percent distribution	
	Public agencies	Voluntary agencies
Total	100	100
Primary casework service	91	96
Supplementary service, no payment	4	4
Purchase of service or care	3	(*)
Payment for board and care only [1]	2	.....
Legal custody only	(*)	.....

*Less than 1 percent.

[1] Table 35 shows 1 percent; difference probably due to reporting error.

Table 35. Services to unmarried mothers

Service [1]	Percent distribution	
	Public agencies	Voluntary agencies
Total	100	100
Foster care service	9	2
Planning foster care placement	(*)	.....
Casework service to children in foster care	7	2
After-care service	2	(*)
Other casework service	83	96
Related to problems of child's adjustment	13	7
Related to neglect, abuse or exploitation	2	.....
For youth in conflict with law	(*)	.....
For unmarried mothers	68	89
Other services	4	2
Intake study	2	2
Investigation for court	.....	(*)
Other	2	(*)
Purchase, payment, legal custody	4	(*)
Purchase of service or care	3	(*)
Payment for board and care only [2]	1	.....
Legal custody only	(*)	.....

*Less than 1 percent.

[1] No unmarried mothers were receiving day care service or homemaker service; less than 1 percent received adoption service, which may have been related to the child rather than the mother.

[2] Table 34 shows 2 percent; difference probably due to reporting errors.

their own parents, 39 percent of those served by public agencies and 40 percent of those served by voluntary agencies. (Table 33.) About one-fifth of each group were in independent living arrangements and less than 1 percent were in group homes. Twenty-nine percent of each group were in foster care, with larger proportions in institutions than in foster family homes.

Included among those in foster care were 13 percent served by

public agencies and 22 percent served by voluntary agencies in maternity homes.

Almost all of the unmarried mothers were receiving primary casework service from the reporting agencies. (Table 34.) The public agencies were purchasing service or care for 3 percent and were paying for the board and care without service for another 2 percent.

The primary casework service consisted mainly of special services to unmarried mothers, 68 and 89 percent, respectively, but 13 percent in the public agencies and 7 percent in the voluntary agencies were receiving casework service related to problems of adjustment. (Table 35.)

The unmarried mothers who were receiving "special services to unmarried mothers" were living in a variety of situations that did not differ significantly from the entire group. (Table 33.) In other words "special services" may be given in any type of living arrangement. These special services include assistance in making arrangements for living accommodations, entrance to a maternity home, medical care and, if the mother wishes it, preliminary arrangements for adoption of the child. Actual adoption service is reported as a service to the child rather than to the mother.

Casework service related to problems of adjustment was given to larger proportions of the unmarried mothers who were living with their own parents than to those living elsewhere. This service was infrequently given by the reporting agencies to girls in foster care, particularly to those in maternity homes.

SERVICES DESIGNED TO SOLVE THE CHILD'S PROBLEM

LIKE THE CLASSIFICATION of the problems of children, this study attempts the first national statistical analysis of the specific kinds of service included under the heading, "child welfare services."

Classification of services

The classification of services used in this study was based on more extensive experience than the classification of problems. Child welfare services had been defined generally by the Advisory Council on Child Welfare Services [16] and two publications, one by the Children's Bureau,[17] the other a joint publication of the Children's Bureau and the Child Welfare League of America,[18] had classified and defined services more specifically. Moreover, the agencies were given definitions for each of 24 services specified in the schedule for this study, and part of the classification had been tried out in the annual report for a previous year for those children who lived with parents or relatives or in independent living arrangements.[19]

The system of classification developed by the Children's Bureau and the Child Welfare League of America was based on three general concepts: (1) services designed to support or reinforce the ability of parents to meet the child's needs, (2) services designed to supplement the care which the child receives from parents or to compensate for certain inadequacies in such care, and (3) services designed to substitute for parental care, either partially or wholly, according to the child's individual needs and problems. Within these three conceptual groups eight specific services were listed.

[16] Report of the Advisory Council on Child Welfare Services, 86th Congress, 2d Session, Document No. 92, p. 3.

[17] *Suggested Classification of Services in a Public Child Welfare Program,* Children's Bureau, 1959.

[18] *Child Welfare as a Field of Social Work Practice.* Child Welfare League of America, 1959 (prepared in cooperation with the Children's Bureau, Social Security Administration, Department of Health, Education, and Welfare).

[19] See *Services in Public and Voluntary Child Welfare Programs,* Children's Bureau Publication Number 396–1962.

These broad concepts of classification are related to the recognized purpose of child welfare service. They are centered upon the entire treatment of the child. They are not adapted, however, to statistical use by the agency that may provide only a part of such service. They are also closely related to the classification of the child's whereabouts. The first and second groups apply principally to the child who is still in his own home, the third to the child who has been removed from home.

When a more detailed classification is needed, however, as in this study or for statistical reporting purposes, and when an attempt is made to relate specific services to specific problems, it appears that some of the same techniques or some of the same specific services are applied to the child removed from home as to the child still at home. For this study, therefore, 24 specific services were grouped under a quite different system of classification. (Table 36 and appendix table 36.) This system affords five general headings, (1) adoption service, (2) foster care service, (3) other casework service, (4) other services, and (5) purchase, payment, and legal custody. Within these five headings are 24 specific categories.

This classification of services is based primarily on different techniques of service. It is related both to the child's problem which the agency is attempting to solve and to the child's whereabouts, but it does not exactly parallel either. Thus, among children served by public agencies only 35 percent of the children were classified as receiving "foster care service" as the principal service and only 40 percent were receiving foster care service among the first three services, while 47 percent were actually "in foster care," that is, were living in foster family homes, group homes or institutions. This difference is accounted for because some of the children living in foster care were reported to be receiving a more specialized technical service, such as "casework related to problems of the child's behavior, parent-child relationship or other problems of the child's adjustment to himself, his family and the community."

Incidence of services

The relative importance of specific categories among the principal services to the child and the services given among the first three services are shown in table 36.

While neglect, abuse or exploitation had assumed the greatest importance among principal problems for the public agencies, protective services (casework related to neglect, abuse or exploitation) were provided as the principal service to only 12 percent of the children, while casework service to a child in foster care was provided to 30

percent. The reason for this, as explained earlier, was the removal of a considerable proportion of neglected children from their own homes and their placement in foster care.

There are marked contrasts between the principal services provided by the public agencies and those provided by the voluntary agencies. Ninety-three percent of the voluntary agency services were divided about equally among adoption service, foster care service and other casework service. The public agency service, on the other hand, concentrated chiefly on foster care service and other casework service with adoption service only 10 percent, compared to voluntary agency adoption service of 32 percent. The difference is accounted for partly by the public agency services of purchase of care, payment for board and care only, and legal custody only, involving 12 percent of the children served by public agencies, in contrast to only 1 percent by the voluntary agencies.

The most significant differences between the proportions of various services of the public and voluntary agencies, in addition to the difference in adoption service, are in protective services (service related to neglect, abuse or exploitation) and in service for unmarried mothers. While 12 percent of the children served by public agencies were receiving protective services as the principal service, only 3 percent of those served by voluntary agencies were receiving this service. On the other hand, 7 percent of those served by voluntary agencies were receiving special services for unmarried mothers, and this group constituted only 2 percent of those served by public agencies.

Of all services provided by public and voluntary agencies, 98 or 99 percent were of the first and third groups defined by the Children's Bureau and the Child Welfare League of America, that is, "services designed to support or reinforce the ability of parents to meet the child's need" and "services designed to substitute for parental care."

The second group, "services designed to supplement the care which the child receives from parents or to compensate for certain inadequacies in such care," subdivided into day care service and homemaker service, appears to be statistically negligible as a principal service and relatively infrequent as second or third service by the casework agencies participating in this study. While several member agencies of the Child Welfare League of America specialize in such services, they were not included in the study because they were not also providing casework service.

The agencies were requested to indicate the principal service being given on the date of the report and also any additional services that were given at the same time. Instructions to the States for State tabulation requested tabulation of second and third services that were

Table 36. Services to children receiving child welfare services

Service	Percentage of children receiving specified service			
	As principal service		Among first three services	
	Public agencies	Voluntary agencies	Public agencies	Voluntary agencies
Total	100	100	(1)	(1)
Adoption service	10	32	11	34
Preadoptive study of child	2	4	2	6
Planning placement for adoption	1	5	2	6
Preadoption supervision	4	23	4	22
Investigation for court of independent placement	3	(*)	3	(*)
Foster care service	35	31	40	38
Planning foster care placement	1	1	2	2
Casework service to child in foster care	30	28	32	33
After-care service	4	2	6	3
Other casework service	36	30	49	46
Related to problems of child's adjustment	21	20	28	31
Related to neglect, abuse or exploitation	12	3	16	6
For youth in conflict with law	2	(*)	3	1
For unmarried mothers	2	7	2	8
Other services	7	6	11	8
Intake study	2	2	2	2
Investigation for court	1	(*)	2	1
Day care service	(*)	1	(*)	1
Homemaker service	(*)	1	1	1
Other, not specified	4	2	6	3
Purchase, payment, legal custody	12	1	12	2
Purchase of service or care	9	(*)	9	1
Payment for board and care only	1	(*)	1	(*)
Legal custody only	2	1	2	1

*Less than 1 percent.
[1] Each percentage related to total number of children.

considered to be the most significant to the State department of public welfare. There may, of course, be differences among States as to what services were considered to be most important.

The public agencies reported second services for only 21 percent of the children and third services for only 5 percent. The voluntary

agencies reported 24 percent and 4 percent, respectively. (Appendix table 13.)

Second and third services were most frequently reported in connection with planning placement for adoption (public, 55 percent; voluntary, 48 percent) and preadoptive study of the child (public, 42 percent; voluntary, 58 percent).

The tabulation of these second and third services, unlike the tabulation of second and third problems, made relatively small differences in the proportions of the total number of children receiving various kinds of service. As might be expected, the principal difference was noted in casework related to problems of the child's adjustment. While only 21 percent of the public agency children and 20 percent of the voluntary agency children received such service as the principal service, the addition of second and third services brings this category to 28 percent of all children served by public agencies and 31 percent of all the children served by voluntary agencies. In other words, children who were receiving adoption service, foster care service or other services were also receiving casework service related to problems of the child's adjustment in sufficient numbers to raise the proportions in the total by one-third in the public agencies and one-half in the voluntary agencies.

The relative ranking of principal and secondary services is shown in table 37. For both public and voluntary agencies, casework service to children in foster care ranks first among all principal services, 30 percent for the public agencies and 28 percent for the voluntary agencies.

Casework related to problems of the child's adjustment [20] is second for the public agencies, but third for the voluntary agencies. Preadoption supervision takes second place in the voluntary agencies.

Service in relation to child's whereabouts

Contrasts in the principal services given to children in selected whereabouts are shown in appendix table 14.

For children living with parents, the public agencies were providing casework services related to problems of the child's adjustment to 39 percent, the voluntary agencies to 53 percent. Protective service for neglected, abused or exploited children was provided to 27 percent of the children in the homes of parents by the public agencies, to only 9 percent by the voluntary agencies.

[20] The full statement of this service is "casework service related to problems of the child's behavior, parent-child relationship or other problems of the child's adjustment to himself, his family and the community" but it has been generally abbreviated both in the text and in the tables in this report.

Table 37. Rank in services provided to the child

Public agencies		Voluntary agencies	
Principal service		*Principal service*	
	Percent		*Percent*
Casework service to children in foster care	30	Casework service to children in foster care	28
Casework related to problems of child's adjustment	21	Preadoption supervision	23
Casework related to neglect, abuse or exploitation	12	Casework related to problems of child's adjustment	20
Purchase of service or care	9	Casework service for unmarried mothers	7
First three services		*First three services*	
Casework service to children in foster care	32	Casework service to children in foster care	33
Casework related to problems of child's adjustment	28	Casework related to problems of child's adjustment	31
Casework related to neglect, abuse or exploitation	16	Preadoption supervision	22
Purchase of service or care	3	Casework service for unmarried mothers	7

For children in foster family homes the public agencies reported "casework service to children in foster care" for nearly three-fourths, while the voluntary agencies were giving such service to only 59 percent and were giving adoption service to 28 percent.

In institutions for dependent and neglected children the public agencies were giving casework service to children in foster care for 49 percent, purchasing service or care for 29 percent and paying for board and care only, for another 3 percent. The voluntary agencies, on the other hand, were providing casework service to children in foster care for 78 percent and were giving more specialized casework related to problems of the child's adjustment to 13 percent.

Service in relation to problem

It was assumed in planning the study that there would be a correspondence between the child's problem to be solved and the specific service given by the agency, but actually there was less direct correlation than expected. This is partly due to the fact that different types of service may be appropriate to the same problem and perhaps partly due to different terminology, for example, as applied to children in foster care and children in their own homes.

The greatest degree of correspondence was between the problem of neglect, abuse or exploitation and the provision of protective services. Appendix tables 19 and 20 show that in a very large proportion of cases, 81 percent in the public agencies and 80 percent in the voluntary agencies, protective services were given to children for whom the principal problem was neglect, abuse or exploitation.

Appendix tables 17 and 18 also indicate a high degree of correlation between problem and service in the provision of casework related to the child's adjustment for cases of conflict in parent-child relationships. But even in this instance, only 51 percent of the children served by public agencies who had conflict in parent-child relationships and only 58 percent of the children served by voluntary agencies received this specialized casework related to adjustment. A quarter or more of each group received casework service to children in foster care. The remainder received a number of different services, some of which seem little related to the principal problem.

For each service given by public agencies in relation to a particular problem, the proportion is reduced by the percentage of children for whom service or care is purchased or board is paid. Thus, in voluntary agencies 56 percent of the children whose principal problem was illness of parent were receiving foster care service, while only 45 percent of such children who were served by the public agencies were receiving foster care service and for 11 percent service or

care was purchased or board was paid.

Appendix tables 17 and 18 also throw further light on the principal problems that were classified as "other: specify." As indicated in a previous section, it seems probable that a large proportion of such cases in the public agencies were adoption cases. Appendix tables 17 and 18 show that 47 percent of the children in the public agencies whose principal problem was "other: specify" were receiving adoption service. In the voluntary agencies, on the other hand, larger proportions of those whose principal problem was classified as "other: specify" were receiving foster care service.

State variations

While the States with few exceptions reported neglect, abuse or exploitation as the principal problem in the largest number of cases, there was less unanimity in principal service given and protective service was by no means the most frequent. (Appendix table 36.) In 23 States the largest numbers of children were receiving casework to a child in foster care, in 18 States casework related to the child's adjustment was most frequently given and in 2 States these 2 services were given to equal proportions of the children. Only 6 States were giving protective services to larger numbers of children than other kinds of services. These States were Michigan, Missouri, New Mexico, Oklahoma, Texas, and West Virginia.

In New York and Pennsylvania service or care was purchased for larger percentages of the children than were given other kinds of service.

In Georgia the service given to the largest number of children was investigation for a court of an independent adoption placement.

Other services

While the schedule carried a miscellaneous item for services, "other: specify," unlike the miscellaneous item for problems, this category yielded nothing of value even for planning future studies. The percentages in this item were fortunately small, 4 percent in the public agencies and 2 percent in the voluntary agencies. Unfortunately, however, many of the entries on the schedules studied could have been fitted into one of the 24 specific categories if the reporting had been more careful. Some of these replies suggested that these particular schedules had been filled out by untrained workers who did not recognize the categories given.

Three of the most important types of services are discussed

Table 38. Whereabouts of children receiving protective services

Whereabouts	Percent distribution	
	Public agencies	Voluntary agencies
Total	100	100
With parent	75	74
With both parents	33	31
With mother	36	36
With father	6	7
With relative	12	8
In foster family home	9	11
Other	4	7

below in greater detail. These are protective service and the two groups of services, foster care service and adoption service.

Protective service

Protective service is a service initiated by a social agency in a situation in which a child is reported to be neglected, abused, exploited or permitted to live under destructive conditions by parents or others responsible for his care. It may include both casework service and the initiation of legal action to remove the child from the home.

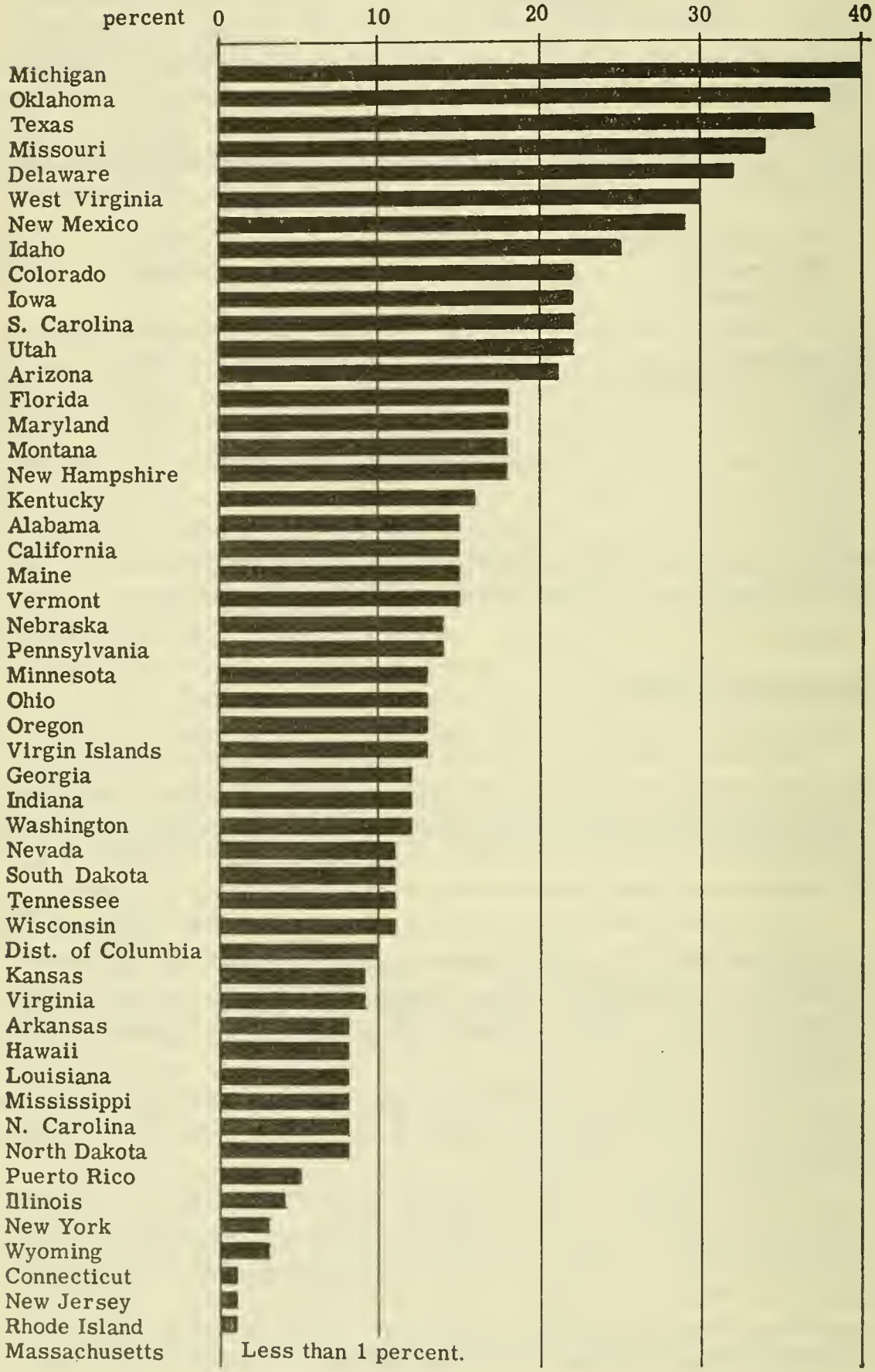
This service was the principal one reported for 12 percent of the children served by public agencies and 3 percent of those served by voluntary agencies. It was among the first three services for 16 percent of the children in the public agencies and 6 percent in the voluntary agencies.

Protective service ranked third among services provided by public agencies but seventh among services provided by the voluntary agencies included in this study.

Three-quarters of the children receiving protective services were living with their parents (table 38) but only a third were living with both parents. Larger numbers were living with their mothers only, and small percentages with their fathers only. Significant proportions were living with relatives or were in foster family homes.

In the public agencies 27 percent of the children living with

Chart 4. PERCENTAGE OF CHILDREN RECEIVING PROTECTIVE SERVICE RELATED TO NEGLECT, ABUSE OR EXPLOITATION



parents were receiving protective services, in the voluntary agencies, 9 percent. (Appendix table 14.)

While some public welfare agencies lack legal authority to initiate social service in a family that has not requested it, over 45,000 children were receiving protective services from public agencies on one day in 1961. All States reported at least some protective service given by public agencies. (Chart 4.) For Massachusetts, Connecticut, New Jersey, and Rhode Island the numbers of protective service cases were extremely small and for Puerto Rico, Illinois, New York, and Wyoming they ranged only from 3 to 5 percent of the caseload. In Michigan, however, 40 percent of the children were receiving protective service as the principal service and for 13 States the proportion exceeded 20 percent.

The median for protective services among the States was 13 percent of the children served. Minnesota, Ohio, Oregon, and the Virgin Islands were at the median. (Chart 4.)

Foster care service

Over one-half of all the children receiving child welfare services from public and voluntary agencies were either in foster care or were receiving foster care service.

Foster care service is composed of three steps in the social work process: (1) planning to place a child in foster care, (2) serving the child while he is in foster care and (3) providing after-care service upon return of the child to his own home or to the home of relatives. Foster care service also includes service to the child's own family while he is in foster care.[21]

Being "in foster care" includes receiving physical care, as well as service for a child living under adult supervision outside his own home or the home of relatives, except the care for a child in an adoptive family home, which is classified as adoption service. (See next section.) Being "in foster care" does not include the care or service to a young person in independent living arrangements who lives without adult supervision, such as in a boarding house or apartment.

Since the publication of "Children in Need of Parents,"[22] much interest has been shown in children in foster care and particularly in the "children likely to grow up in foster care." Since the

[21] Other units of foster care service which are not concerned with a particular child but with foster family homes are foster family home screening, foster family home study and re-evaluation of foster family homes. This study could not cover these services since it was limited to children receiving service.

[22] Maas, Henry S. and Engler, Richard E. Jr., *Children in Need of Parents* (New York: Columbia University Press, 1959, 462 pp.)

Maas and Engler study was admittedly not a national sample of children in foster care, an effort has been made in this study to test some of the conclusions of that study on a statistical sampling basis and on a national scale.

In the national sample drawn for this study of children served by public agencies, there were 10,670 schedules for children already living in foster care, representing 6 percent of the estimated total number[23] of 177,000 children living in foster care and served by public agencies in the United States in 1961. Certain additional data were also available from the tabulations of the State samples for 21,408 children who were in foster care, for 1,194 for whom foster care was being planned and for 2,882 who were receiving after-care service upon return to their homes from foster care. The public agency samples thus included 25,484 schedules with foster care data.

The voluntary agency sample included schedules for 5,634 children living in foster care, 261 for whom foster care was being planned and 435 who were receiving after-care service upon return from foster care, a total sample of 6,330 children.

The figures on foster care service given in this section, therefore, are based on samples of 31,814 schedules, representing over 200,000 children served by public agencies[23] and perhaps 52,000[24] served by voluntary multi-functional agencies. As explained below, they do not represent all of the children in institutions in the United States.

Children in foster care

The children in this study living in foster care were 47 percent of all the children served by State and local public welfare agencies and 45 percent of all the children served by voluntary child welfare agencies in 1961. (Table 55.) Among the 47 percent in the public agencies, 35 percent were in foster family homes and 12 percent were in institutions; the 45 percent served by voluntary agencies included 30 percent in foster family homes and 14 percent in institutions.

The children in group homes constituted only 1 percent of those served by voluntary agencies and less than 1 percent of those served by public agencies. These are homes for small groups of children that are operated by the agencies themselves. They are not foster family homes. The agency provides house parents and finan-

[23] Inflated State samples.

[24] This is the sum of the figures on casework services for children in foster care by voluntary agencies. Child Welfare Statistics, Children's Bureau Statistical Series, No. 66, table 30.

cial management. They are not included either in institutions or in foster family homes.

Free foster family homes accounted for only 1 percent of the public agency group and 3 percent of the voluntary agency group. Wage or work homes in which older children or young people perform some service for the family cared for less than 1 percent of each group.

Children in foster care, therefore, were primarily in foster family boarding homes (34 percent in the public agencies and 27 percent in the voluntary agencies) or in institutions (12 percent and 14 percent respectively).

Twenty-five percent of the children in foster care who were served by public welfare agencies and 18 percent of those served by voluntary agencies were Negro children; 3 percent and 1 percent, respectively, were American Indian; 71 percent and 80 percent were white; and 1 percent of each group were of other races.

Of all white children served by public agencies, 42 percent were in foster care; of all Negro children served by public agencies, 49 percent were in foster care. The voluntary agencies served 43 percent of the white children and 57 percent of the Negro children in foster care. (Table 78.)

The age distribution of children in foster family homes and institutions is shown in appendix tables 21, 22, and 23. The median age of children in foster family boarding homes who were served by public agencies was 10 years, for those served by voluntary agencies, 7 years. Children in institutions were generally older, in institutions for dependent and neglected children the median age was 13 years.

The marital status of parents of children in foster care is shown in table 39. As might be expected, larger proportions of these children in foster care have parents not married to each other or are from broken homes than in the entire group.

More than a quarter of the public agency children in foster care and more than a third of the voluntary agency children had parents who were not married to each other.

The percentages of divorced, separated or deserted parents were more significant for the public agency children (39 percent) and were equal to those with unmarried parents among the voluntary agency children (34 percent).

The percentages of children whose parents had died was slightly higher than for the entire group of children in the study, 16 percent compared with 14 percent and 13 percent compared with 11 percent.

Forty percent of the public agency children and 41 percent of the voluntary agency children in foster care who had lost a parent

Table 39. Marital status of parents of children in foster care

Marital status	Percent distribution	
	Public agencies	Voluntary agencies
Total	100	100
Married and living together	19	19
Divorced	16	20
Mother remarried	6	6
Father remarried	2	4
Both remarried	3	4
Neither remarried	3	4
Remarriage not reported	2	2
Separated or deserted	23	14
Separated	16	9
Father deserted	4	3
Mother deserted	3	2
Father dead	6	5
Mother remarried	2	2
Mother not remarried	3	3
Remarriage not reported	1	(*)
Mother dead	8	6
Father remarried	2	2
Father not remarried	4	3
Remarriage not reported	2	1
Both parents dead	2	2
Parents not married to each other	26	34

*Less than 1 percent.

through death or whose parents were divorced had a stepparent in the home.

While unmarried parents and broken homes thus form the family background for most of the children in foster care, as many as 19 percent of those served by public agencies and 19 percent of those served by voluntary agencies had parents who were married

Table 40. Principal problem of children in foster care

Principal problem	Percent distribution	
	Public agencies	Voluntary agencies
Total	100	100
External to the child:		
Neglect, abuse or exploitation	43	17
Child in need of guardianship	11	7
Illness of parent	10	10
Child's parents not married to each other	6	21
Inadequate housing	1	(*)
Interpersonal relationships:		
Conflict in parent-child relationship	5	7
Physical handicap, etc	2	2
Child's behavior or condition:		
Emotional or behavior problem	9	22
Child in conflict with law	3	1
Mental retardation	4	2
Problems complicated or ill-defined:		
Pregnant girl or unmarried mother	1	5
Financial need of family	2	2
Other	3	2

*Less than 1 percent.

and living together. Many of them were children of neglectful or abusing parents.

For the children in foster care served by public agencies, the predominance of neglect, abuse or exploitation among problems is shown again. (Table 40.) Forty-three percent of these children had neglect, abuse or exploitation as a principal problem. While details are lacking, it is probable that this was the reason for their removal from home.

For the children served by voluntary agencies, neglect, abuse or exploitation was less significant, while 22 percent had an emotional or behavior problem and 21 percent were in foster care because their parents were not married to each other. Most of these parents had surrendered the children for adoption and the foster care placement was only a preliminary step while the child was being studied or arrangements were being made for adoption.

Ten percent in both the public and the voluntary agencies were in foster care because their parents were ill.

Table 41. Principal service to children in foster care

Principal service	Percent distribution	
	Public agencies	Voluntary agencies
Total	100	100
Foster care service	68	63
Casework service to children in foster care	67	61
Planning foster family placement	1	2
Adoption service	5	18
Preadoptive study of child	3	9
Planning placement for adoption	2	9
Other casework service	13	16
Related to problems of child's adjustment	7	10
Related to neglect, abuse or exploitation	4	1
For youth in conflict with law	1	(*)
For unmarried mothers	1	5
Other services	2	2
Intake study	1	1
Other	1	1
Purchase, payment, legal custody	12	1
Purchase of service or care	9	1
Payment for board and care only	2	(*)
Legal custody only	1	(*)

*Less than 1 percent.

Conflict in parent-child relationships and physical handicaps causing problems of adjustment were in about the same proportions among the children served by public and voluntary agencies in foster care, 7 percent and 9 percent respectively.

For two-thirds of the children served by public agencies and over three-fifths of those served by voluntary agencies, the principal service reported for children in foster care was "casework service to children in foster care." (Table 41.)

This may be considered the usual service of supervision for a

Table 42. Number of placements of children in foster care

Number of placements	Percent distribution					
	Public agencies			Voluntary agencies		
	By reporting agency			By reporting agency		
	Total [1]	Total	Excluding cases opened in 1961	Total [1]	Total	Excluding cases opened in 1961
Total	100	100	100	100	100	100
None	3	5	5	.4	8	6
1	42	48	46	48	60	54
2	27	24	25	22	17	20
3	12	10	11	11	7	9
4	7	5	6	6	3	5
5	3	3	3	4	2	3
6	2	2	2	2	1	1
7	1	1	1	1	1	1
8	1	1	1	1	1	1
9	1	1	(*)	1	(*)	(*)
10 or more	1	(*)	(*)	(*)	(*)	(*)

*Less than 1 percent.
[1] Including prior placement.

child in foster care who presents no unusual problems. The service includes conferences with foster parents, institutional personnel, school officials, the child and the parents; arranging for special services and facilities when necessary, such as medical care if it cannot be arranged by the foster parent or the institution; and finally, preparing the child for return to his home and, at the same time, preparing the parents for the child's return.

Since as many as 43 percent of the public agency children had been neglected, abused or exploited it is perhaps surprising that so large a proportion needed only this broad casework supervision. For 7 percent of those served by public agencies, however, and for 10 percent of those served by voluntary agencies, casework service more specifically related to the child's adjustment was reported and for small percentages protective services related directly to the previous neglect were reported.

Eighteen percent of the voluntary agency children who were in

foster care were receiving adoption service and 5 percent of the public agency children. The higher proportion for the voluntary agencies is related to the higher proportion of young children with unmarried parents and the larger proportion of adoption service in the voluntary agency sample.

The public agencies were purchasing service or care for 9 percent of the children in foster care and were paying for board and care without giving other services to another 2 percent. About 1 percent of the public agency children were in the legal custody of the agency without other service.

Of all children in foster care, 48 percent of those served by public agencies and 60 percent of those served by voluntary agencies had had only one placement by the reporting agency since the case was first opened. Omitting children whose cases were first opened during 1961, the percentages with only one placement drop to 46 and 54 percent respectively. (Table 42.)

Some children in foster care, however, had had previous placements by another agency. Although this item perhaps could not always be reported completely, 16 percent of the public agency children and 27 percent of the voluntary agency children were reported to have had previous placements. Combining previous placements with placements by the reporting agency reduces the proportion of children with only one placement to 42 percent for the public agencies and 48 percent for the voluntary agencies.

The proportion of children who had had a total of four or more placements (including both agency placements and prior placements) was 16 percent for the public agencies and 15 percent for the voluntary agencies. This is a somewhat better placement record than was found in the communities studied by Maas and Engler where a quarter or more of the children had four or more placements, but it is possible that some of the earlier placements were not reported in this study.

A few children in each group had had a very large number of placements; 2 percent in the public agencies and 1 percent in the voluntary agencies had been placed more than eight times. The rare case had had 22 placements.

The number of years that had elapsed since the reporting agency had first opened the case of a child in foster care is shown in table 43. This is not necessarily the total length of time that the child had been served, since another agency may have given service previously. It is also not merely the time in foster care, as some social service may have been given in the child's own home before placement. The actual time in foster care may also be less than that indicated, as some time may have elapsed between one closing and a subsequent opening. These figures, however, indicate the outside limits of length

Table 43. Length of time since case was opened for children in foster care

Years since opening of case	Public agencies		Voluntary agencies	
	Since case first opened [1]	Since last opened [2]	Since case first opened [1]	Since last opened [2]
Total	100	100	100	100
Less than 1 year	9	9	25	24
1 year but less than 2	20	21	22	22
2 years but less than 3	14	14	12	12
3 years but less than 4	11	11	7	8
4 years but less than 5	8	8	7	7
5 years but less than 6	7	7	4	4
6 years but less than 7	5	5	4	4
7 years but less than 8	5	5	3	3
8 years but less than 9	4	4	3	3
9 years but less than 10	3	3	3	3
10 years but less than 11	3	3	2	2
11 years but less than 12	2	2	1	2
12 years or more	9	8	7	6

[1] All cases.
[2] Reopened cases.

Table 44. Who pays for foster care?

Who pays?	Percent distribution	
	Public agencies	Voluntary agencies
Total	100	100
No payment	7	5
Parent	3	14
Relative	(*)	1
County	30	34
State	34	7
Combination of sources [1]	24	9
Other	2	[2] 30

*Less than 1 percent.
[1] Includes a combination of parents, relatives, county and State; breakdown not available.
[2] Primarily voluntary agencies.

of social service of all kinds for the reporting agency. The percentages may be summarized as follows:

	Public agencies	*Voluntary agencies*
Less than 1 year [25]	9	25
1 year but less than 6	60	52
6 years but less than 12	22	16
12 years and over	9	7

Thirty-one percent of the children in foster care served by public welfare agencies and 23 percent of those served by voluntary agencies thus had been served 6 years or more.[26] The average (mean) length of time since the case was first opened was 4.6 years in the public agencies and 3.6 years in the voluntary agencies.

The children who had been served 12 years or more by public agencies and were still in foster care may be estimated at about 16,000 in number in 1961; those served 6 years but less than 12, numbered about 39,000. A conservative estimate of the total number of children in the United States receiving public child welfare services who may be said to be "in danger of growing up in foster care," therefore, is about 55,000.

While the above figures are based on the total length of time since the child's case was first opened, they do not differ greatly from the time elapsed since the *last* opening (new and reopened cases). These percentages are as follows:

	Public agencies	*Voluntary agencies*
Less than 1 year [26]	9	24
1 year but less than 6	61	53
6 years but less than 12	22	17
12 years and over	8	6

The average (mean) length of time since the last opening was

[25] This is a slight understatement of short-time cases as it includes only children whose cases were opened during 1961; some cases opened in 1960 would also have been served less than 1 year but are included in the class "1 year but less than 6."

[26] Maas and Engler found 28 percent served 5½ years or more. Children served less than one month were omitted from that study; this would make the percentage in long-time care slightly higher than under the method used in this study.

4.4 years for the public agencies and 3.6 years for the voluntary agencies.

The reason that there is so little difference between the data on total elapsed time and time elapsed since the case was last opened is that the average time elapsing between closing and reopening is only 2 years in both public and voluntary agencies and the proportion of reopened cases is relatively small.

There is considerable interest in the question: Who pays for foster care? For 7 percent of the children in foster care served by public welfare agencies and 5 percent of the children served by voluntary agencies, it was reported that no payments were made for foster care. (Table 44.) That is to say, the child was supported entirely by the institution or the foster parent in a free foster family home.

The parent paid the entire cost for 3 percent of the children and some part for another 8 percent of the children in foster care served by public agencies; the parent paid the full cost for 14 percent and part cost for another 10 percent of those served by voluntary agencies.

The largest sources of support, however, were county and State governments. The county alone paid for 30 percent of the children in foster care served by public agencies and 34 percent of those in foster care served by voluntary agencies; the State alone paid for 34 and 7 percent respectively.

Combined sources of support (for 24 and 9 percent respectively) which cannot be analyzed further from the data tabulated for this study, would reveal even greater public support.

The reporting voluntary agencies themselves paid for the foster care of nearly 30 percent of the children they served. This is in addition to the 5 percent they served in foster care for whom no payment was reported.

Six percent of the children in both public and voluntary agencies had parents who paid less than $30 a month, and 5 percent in the public agencies and 18 percent in the voluntary agencies had parents who paid $30 or more per month for the child's foster care.

The children in the foster care of voluntary agencies are thus supported not only to a large extent (35 percent) by voluntary agencies or institutions themselves, but they are also supported to a greater extent by their parents than those served by public agencies. Many of these reporting voluntary agencies, however, were receiving some support from the general community through local voluntary fund-raising organizations.

While it is part of good social work practice to provide casework for parents of children in foster care, the parents of 35 percent of the children in foster care who were served by public agencies and

23 percent of those served by voluntary agencies were reported not to be receiving casework service.

Casework service was given to parents of 48 percent of the public agency children and 52 percent of the voluntary agency children by the same agency that served the child. Another public agency gave casework service to the parents of 6 percent of the public agency children and to the parents of 5 percent of the voluntary agency children, while a voluntary agency served the parents of 2 percent of the public agency children and 3 percent of the voluntary agency children.

For 9 percent of the public agency children and 17 percent of the voluntary agency children, casework for parents apparently was not required of the agency either because the child had no parents or the parents had abandoned the child.

Casework for parents was provided by the agency serving the child in foster care more frequently in cases in which the service to the child was related to the child's adjustment (58 percent in both groups), or when the child was in an institution (55 and 61 percent).

Table 45. Children in institutions, by type of institution

Type of institution	Percent distribution	
	Public agencies	Voluntary agencies
Total	100	100
In public institution:	40	11
For dependent and neglected children	15	4
For emotionally disturbed children	3	4
For delinquent children	14	1
For mentally retarded children	5	1
For physically disabled children	1	(*)
Other institution	2	1
In voluntary institution:	60	89
For dependent and neglected children	47	30
Maternity home for unmarried mothers	2	13
For emotionally disturbed children	3	39
For delinquent children	4	2
For mentally retarded children	2	1
For physically disabled children	1	(*)
Other institution	1	4

*Less than 1 percent.

Casework for parents was least frequently given when the child was receiving preadoptive study (36 and 43 percent) or when the agency was planning placement for adoption (27 and 30 percent).

For the first time the agencies were asked what was the next plan for children in foster care. For nearly two-thirds (64 percent) of the children in foster care the public agencies reported that the only plan was continuation in foster care. For 51 percent the voluntary agencies also reported continuation in foster care. For 12 percent and 13 percent, respectively, return to parents was expected, for 4 percent of each group another placement in a foster family home, for 3 percent and 2 percent another placement in an institution and for 1 percent and 2 percent, respectively, transfer to independent living arrangements. The greatest difference in next plans between the public agencies and the voluntary agencies was the expectation of adoption for 25 percent of the children served in foster care by the voluntary agencies but for only 13 percent of those served by the public agencies.

These percentages did not vary greatly for the several types of foster care, except that 42 percent of the children in institutions for delinquent children were expected to be returned to their parents and 9 percent were to be placed in foster family homes. The voluntary agencies expected 34 percent of the children in foster family homes to be adopted but only 2 percent of those in institutions. This indicates again that a large proportion of the young children placed in foster family homes by voluntary agencies are those for whom adoption is being planned.

Children living in institutions constituted 12 percent of the public agency sample and 14 percent of the voluntary agency sample.

Of the children in institutions, the public agencies were serving 40 percent in institutions operated under public auspices and 60 percent in voluntary institutions. The voluntary agencies, on the other hand, served 89 percent in voluntary institutions. (Table 45.)

Like the 1959 study, the 1961 study by public welfare agencies did not attempt to cover all children in institutions. It was limited to children receiving services from State and local public welfare agencies, some of whom had been placed in institutions either by the agency, by parents or by courts. The proportion of children included in the 1959 study who were living in institutions in 45 States was 10 percent; in the 1961 study, with all States except Alaska represented, it was 12 percent.

The voluntary agency sample, on the other hand, was a sample of the children served by member agencies of the Child Welfare League of America. As planned, the sample might have included directly all institutional members who served children only in their

own institutions and had no casework or placement program for other children. Actually, no such institutions participated in the study. Six of the reporting organizations, however, were specialized residential treatment centers for emotionally disturbed children. These six institutions had a total child count of 221 children. Moreover, seventeen multi-function agencies that cooperated in the study also operated institutions exclusively for disturbed children. Thus, it is apparent that a larger proportion of children in residential treatment centers for emotionally disturbed children was to be expected in the voluntary agency sample than in the public agency sample, and this was found to be true. Only 6 percent of the children in institutions who were served by public agencies were in residential treatment centers for emotionally disturbed children, while 43 percent of the voluntary agency children who were in institutions were in these specialized centers. (Table 46.)

In other respects, also, the institutional distribution differed

Table 46. Children in institutions, by type of institution; this study compared with 1961 annual report and 1959 study

Type of institution	Percent distribution				
	Public agencies			Voluntary agencies	
	This study	1961 annual report [1]	1959 study [2]	This study	1961 annual report [1]
Total	100	100	100	100	100
For dependent and neglected children	62	60	59	34	74
Maternity homes for unmarried mothers	2	2	2	13	9
For emotionally disturbed children	6	2	4	43	1
For delinquent children	18	21	24	3	8
For mentally retarded children	7	10	7	2	5
For physically disabled children	2	2	4	(*)	2
Other	3	3	.....	5	1

*Less than 1 percent.

[1] Child Welfare Statistics, Children's Bureau Statistical Series, No. 66, 1962. Table 30. This table counts services rather than children but is more appropriate for this comparison than table 25.

[2] Includes 45 States only.

between the public agencies and the voluntary agencies. While the public agencies served only 2 percent of those in institutions in maternity homes for unmarried mothers, the voluntary agencies had 13 percent in these institutions. The public agencies also served 18 percent in institutions for delinquent children, the voluntary agencies only 3 percent. The public agencies had 7 percent in institutions for mentally retarded children, the voluntary agencies only 2 percent.

Some of these differences may result from defects in the voluntary agency sample, or the member agencies of the Child Welfare League of America may not be completely representative of voluntary institutional services. On the other hand, it seems probable that the estimated total served by voluntary agencies presented in the annual report for 1961 [27] understates the proportion of children served by voluntary agencies in residential treatment centers.

The proportions served by public agencies in various types of institutions did not differ greatly from the distribution shown by the 45 States participating in the 1959 study. (Table 46.) Slightly higher proportions were in institutions for dependent and neglected children and in residential treatment centers for emotionally disturbed children. Slightly smaller proportions were in institutions for delinquent children.

The age distribution and the median and quartile ages of children in institutions are shown in tables 21, 22 and 23. There were no significant differences in average age of children in institutions between the public and the voluntary agency samples and for the public agencies in this study compared with the 1959 study.

As in the 1959 study the children in institutions served by public agencies were older than children in foster family boarding homes or living with parents. Children in institutions for dependent and neglected children and for mentally retarded children had a median age of 13 years. Those in institutions for emotionally disturbed children, delinquent children and unmarried mothers were older—15, 16, and 19, respectively.

Eleven percent of the white children served by public agencies, 8 percent of the Negro children and 5 percent of the American Indian children were in institutions. For the voluntary agency sample the corresponding percentages were 16, 7 and 14. (Table 78.)

Children for whom foster care was planned

The agencies were planning foster care placement for only 1 percent of all the children in the study, the same percentage for both

[27] Child Welfare Statistics, Children's Bureau Statistical Series, No. 66, table 30.

public and voluntary agencies. The numbers were therefore relatively small, perhaps between 5,000 and 5,500 for the entire country and less than 2 percent as many as were already in foster care.

This figure does not represent a daily average number of children moving into foster care, however, as 29 percent of these children for whom placement was being planned by public agencies and 69 percent of those planned for by voluntary agencies were already in foster care. The foster placement planning was thus to a considerable extent planning for a different kind of foster care.

Fifty-three percent of the children for whom public agencies were planning foster care placement were still with their parents and 10 percent were with relatives. Among these children, about 2 children were to be placed in institutions to 1 child to be placed in foster family care.

Twenty-six percent of those for whom voluntary agencies were planning foster care placement were still with parents or relatives. More were to be placed in foster family homes than in institutions.[28]

Children receiving after-care service

After-care service was also a small part of the total agency service, about 4 percent of all children served by public agencies and 2 percent of those served by voluntary agencies, but this service involved about 18,000 children.

After-care service is casework for the child who is returned to his parents or relatives or placed in an independent living arrangement. The service is directed toward the child's reintegration in the family and in the community after his stay in a foster family home or in an institution. While such service is of special importance after the child's care in an institution for delinquent children, it is also given to other children as the following percentages show:

	Public agencies	*Voluntary agencies*
After child's stay in:		
Institution for delinquent children	29	7
Institution for dependent or neglected children	20	34
Foster family home	51	59

Most of these were children who had been returned to their parents, for the public agencies 72 percent, and for the voluntary

[28] Based on very small numbers.

agencies 73 percent. Thirteen and 7 percent, respectively, had been returned to relatives. Five percent in the public agencies and 8 percent in the voluntary agencies were young people who were in independent living arrangements after their foster care experience.

Adoption service

Adoption service is defined as the service which an agency provides to a child, his natural parents and adoptive parents for the purpose of arranging for a child legally to acquire new parents.

Four steps in the adoption process are included in this study: (1) preadoptive study of the child, (2) planning placement for adoption, (3) preadoption supervision in an adoptive family home and (4) investigation at the request of a court of an adoption placement made independently of a social agency. Other steps which are not concerned directly with a particular child, such as study, conference and counseling with parents who are applicants for the adoption of a child but have not yet received a child, are not included, since the study dealt entirely with children receiving services.

Ten percent of the children served by public agencies and 32 percent of the children served by voluntary agencies included in this study were receiving some phase of adoption service as the principal service. While the children so served by public agencies were

Table 47. Principal adoption service, percent distribution by whereabouts of child

Whereabouts of child [1]	Public agencies			Voluntary agencies	
	Preadoptive study of child	Planning placement for adoption	Investigation for court	Preadoptive study of child	Planning placement for adoption
Total	100	100	100	100	100
With parent	6	2	29	1	(*)
With relative	4	3	10	1	1
In adoptive family home	15	9	61	1	3
In foster family home	71	80	(*)	93	92
In institution	3	5	(*)	2	2
Elsewhere	1	1	(*)	2	2

*Less than 1 percent.

[1] Negligible numbers were reported in independent living arrangements and in group homes, which were probably reporting errors.

Table 48. Principal adoption service, percent distribution by principal problem

Principal problem [1]	Percent distribution						
	Public agencies				Voluntary agencies		
	Preadoptive study of child	Planning placement for adoption	Preadoption supervision	Investigation for court	Preadoptive study of child	Planning placement for adoption	Preadoption supervision
Total	100	100	100	100	100	100	100
External to the child:							
Neglect, abuse or exploitation of child	30	32	19	2	10	6	3
Parents not married to each other	33	31	37	14	69	75	83
Child in need of guardianship	16	17	18	19	9	13	9
Illness of parent	5	7	2	1	3	1	1
Interpersonal relationships:							
Conflict in parent-child relationship	1	3	2	1	2	(*)	1
Physical handicap of child causing problem of child's adjustment or problem in family	2	1	1	(*)	2	1	(*)
Child's behavior or condition:							
Emotional or behavior problem of child	4	3	1	2	2	1	(*)
Problems complicated or ill-defined:							
Financial need of family	1	.....	1	1	1	1	1
Other, not specified	8	6	19	60	2	2	2

*Less than 1 percent.

[1] Other specific problems were reported for more or less than 1 percent of the children.

fairly evenly divided among the four steps outlined above, nearly three-fourths of the children served by voluntary agencies were already receiving preadoption supervision in adoptive family homes and very small numbers were under investigation at the request of a court.

The adoption process begins with a preadoptive study of the child. This includes medical study of the child's health, physical and mental development and, as far as they are available, facts about his parents' health, education, work, and skills. Depending upon the age of the child, his own life experience is part of the study.

Two percent of the children served by public agencies (about 7,500 children) and 4 percent of the children served by voluntary agencies were receiving preadoptive study on one day during 1961, presumably a typical day.

In the voluntary agencies most of these children who were under study were in foster family homes, but in the public agencies less than three-fourths were in foster family homes while 15 percent were already in adoptive family homes, perhaps placed independently, 6 percent were with parents and 4 percent were with relatives. (Table 47.)

While the problem presented by the largest proportion of these children, especially in the voluntary agencies, was parents not married to each other or child in need of guardianship, significant proportions were neglected, abused or exploited children. (Table 48.)

After the preadoptive study of the child a decision is reached as to whether or not the child should be placed for adoption. If he is to be placed, the next step is to select from adoptive family homes already approved the home that is most suitable for the particular child and to place him in that home. During the period of selection of a home and the preparation of the child and the family to receive the child, the service is classified as planning placement for adoption. Very small percentages of the children were classified in this group and it is possible that in some agencies no line is drawn between preadoptive study and planning placement for adoption.

The children for whom the agencies were planning placement for adoption did not differ significantly from those for whom preadoptive studies were being made. Of those served by public agencies, somewhat larger proportions were in foster family homes and institutions and fewer were with parents. (Table 47.) Problems were about the same, except that even larger proportions in the voluntary agencies were those whose parents were not married to each other or who were in need of guardianship. (Table 48.)

In some States in which children can be placed for adoption independently of a social agency, the law requires the court which has

jurisdiction in adoption proceedings to obtain a report from a social agency on the suitability of the adoptive family home. The study of the home in this case combines the process of studying the parents and also studying the child, although the agency's recommendation may be somewhat influenced by the fact that the child is already living in the home and that certain social adjustments have been made. The service ends with the agency's report to the court. While the percentages of children receiving this service were small they were as large as the combined percentages of preadoptive studies of children and planning placement for adoption. In other words, the public agencies were making about as many studies for courts as they were making on the initiative of parents.

Of the children placed independently for whom public agencies were making adoption investigations for courts, 61 percent were already in adoptive homes. Twenty-nine percent, however, were with parents and these may possibly have been stepparent adoptions. (Tables 47 and 48.)

Table 49. Age of children in adoptive family homes

Age in 1961	Percent distribution	
	Public agencies	Voluntary agencies
Total	100	100
Less than 3 months	3	4
3–5 months	7	15
6–8 months	10	17
9–11 months	8	16
1 year	21	30
2 years	10	6
3 years	7	2
4 years	5	2
5 years	4	1
6 years	1	1
7 years	5	1
8 years	3	1
9 years	3	1
10 years, less than 14	8	2
14 years, less than 18	4	1
18 years, less than 21	1	(*)
21 and over	(*)	.....

*Less than 1 percent.

Table 50. Age of children in adoptive family homes in completed years at birthday in 1961, by marital status of parents

Marital status of parents	Percent distribution								
	Public agencies					Voluntary agencies			
	Total	Under 1	1–4	5–9	10 and over	Total	Under 1	1–4	5–9
Total	100	100	100	100	100	100	100	100	100
Married and living together	9	6	9	14	9	4	3	4	14
Divorced	11	3	10	20	24	3	2	2	23
Separated	8	5	9	12	7	3	1	4	9
Deserted	2	1	2	6	3	1	(*)	1	7
Father dead	3	(*)	2	5	10	1	(*)	(*)	6
Mother dead	3	(*)	1	6	8	(*)	.....	.....	1
Both parents dead	1	.....	(*)	1	6	(*)	(*)	.....	2
Parents not married to each other	63	85	67	36	33	88	94	89	38

*Less than 1 percent.

After the agency has placed a child in an adoptive family home, supervision is continued by the agency until a court order for adoption is entered. The length of time in supervision may extend from 3 months to a year but may be waived by the court in some instances. Only 4 percent of the children served by public agencies were receiving preadoption supervision in an adoptive family home but the voluntary agencies in this study were serving 23 percent in this way.

Special tabulations have been made in this study for all children living in adoptive family homes at the time of the study. These children include those receiving preadoption supervision in an adoptive family home and children for whom investigation was being made of a placement made independently of a social agency. The data following in this section, therefore, from the special tabulations, are based on samples including 1,665 children served in adoptive family homes by public agencies and 2,918 served by voluntary agencies.

The age distribution of children in adoptive family homes is shown in appendix tables 21, 22, 23 and in table 49. The children served by voluntary agencies in adoptive family homes were in general younger than those served by public agencies. The proportions under 3 months old were about the same for the two groups of agencies but at ages 3 through 5 months, 6 months through 8 months, and 9 months through 11 months the voluntary agency percentages were larger.

The median age for the public agencies was about 2 years, the median age for the voluntary agencies barely 1 year. The first quartiles were 11 months and 7 months, respectively.

Of the children under 1 year of age who were served by public agencies in adoptive family homes, 85 percent had parents who were not married to each other (table 50), 6 percent had parents married and living together and 6 percent had separated or deserted parents. Corresponding percentages for the voluntary agencies were 94, 3, and 1.

Smaller proportions of the older children in adoptive homes had unmarried parents and correspondingly larger proportions had parents who were married, divorced, separated or deserted.

Among the children served in adoptive family homes, by far the largest proportion had parents who were not married to each other. For the public agencies this proportion was 63 percent, for the voluntary agencies 88 percent. The proportion of children in adoptive family homes whose parents were unmarried had increased in the public agencies from 49 percent in 1959 to 63 percent in 1961, but the difference may be partly due to difference in the sample.

For children under 1 year of age the proportions with

Table 51. Color or race of children in adoptive homes

Color or race	Percent distribution	
	Public agencies	Voluntary agencies
Total	100	100
White	82	88
Negro	15	10
American Indian	2	1
Other nonwhite	1	1

unmarried parents were even higher, 85 percent in the public agencies and 94 percent in the voluntary agencies.

The proportion with divorced, deserted, or separated parents was significantly larger among the children served in adoptive homes by public agencies than among those served by voluntary agencies.

The proportion of children in adoptive family homes whose parents were married and living together, among those served by public agencies, had dropped from 27 to 9 percent between 1959 and 1961 (corresponding to higher proportions of unmarried parents). The proportion in 1961, however, was higher than that for the voluntary agencies, 9 percent compared with 4 percent. In both the public and voluntary agencies 87 percent of these parents who were married and living together and had surrendered their children for adoption were white persons.

The proportion of children in adoptive homes who have parents who are married and living together increases with each age group, from 6 percent for infants under 1 year of age in the public agencies and 3 percent in the voluntary agencies, to 14 percent for children aged 5 through 9 years in both the public agencies and the voluntary agencies.

The proportions with divorced parents are largest at the age of 5 years and above.

Correspondingly, the proportion of children in adoptive homes whose parents are not married to each other decreases with the age of the child, from 85 and 94 percent for infants under 1 year of age to 36 and 38 percent for children aged 5 through 9 years.

Nearly one-half of the children who are available for adoption at ages 5 through 9 years are the children of divorced, married, or separated parents. Over two-thirds of the children of unmarried

Table 52. Marital status of parents of children in adoptive family homes, by color or race

Marital status of parents	Percent distribution									
	Public agencies					Voluntary agencies				
	Total	White	Negro	American Indian	Other	Total	White	Negro	American Indian	Other
Married and living together	100	87	9	3	1	100	87	9	2	2
Divorced	100	95	4	1	.....	100	97	3	.....	.....
Separated	100	87	12	1	.....	100	88	12	.....	.....
Parents not married to each other	100	77	19	3	1	100	87	11	1	1

Table 53. Casework for parents of children in adoptive family homes, by type of agency

Agency providing casework for parents	Percent distribution	
	Public agencies	Voluntary agencies
Total	100	100
None	35	5
Reporting agency	12	4
Another public agency	1	(*)
Another voluntary agency	1	(*)
Inapplicable	51	91

*Less than 1 percent.

parents who are adopted are adopted before they are 5 years old; for the voluntary agencies the figure is 85 percent.

Eight percent of all white children served by public agencies and 5 percent of all Negro children were in adoptive family homes. For the voluntary agencies the corresponding percentages were 24 and 17. (Table 78.)

Eighty-two percent of the public agency children in adoptive homes were white (83 percent in 1959) and 88 percent of the voluntary agency children were white. (Table 51.) Negro children were 15 percent among those served by public agencies and 10 percent among those served by voluntary agencies.

The proportions of white and Negro children among the children in adoptive homes were about the same for both public and voluntary agencies for those whose parents were married and living together, divorced, or separated. (Table 52.)

The significant differences in racial groups were among those with parents not married to each other. While in the voluntary agency group the children with unmarried parents had about the same racial distribution as those with married or separated parents (87 percent white, 11 percent Negro), in the public agencies only 77 percent of the children with unmarried parents were white, while 19 percent were Negro. (Table 52.)

Only 7 percent of the children in adoptive family homes served by public agencies were in the legal custody of the agency, while 49 percent of those served by voluntary agencies were in legal custody. This difference may result partly from the large proportion of cases

Table 54. Casework for parents of children in adoptive family homes, by marital status of parents

Marital status of parents	Percent distribution											
	Public agencies						Voluntary agencies					
	Total	None	Reporting agency	Another public agency	Voluntary agency	Inapplicable	Total	None	Reporting agency	Public agency	Another voluntary agency	Inapplicable
Married and living together	100	37	15	3	.....	45	100	6	10	3	.....	81
Divorced	100	41	15	1	.....	43	100	10	5	1	.....	84
Separated	100	39	13	2	.....	46	100	5	8	2	.....	85
Parents not married to each other	100	32	11	1	1	55	100	5	3	(*)	(*)	92

*Less than 1 percent.

in which the public agencies were making adoption studies at the request of a court. In such cases the children would not have been in the legal custody of the agency.

The public agencies were providing casework for the parents of 12 percent of the children whom they were serving in adoptive homes, the voluntary agencies, 4 percent. Other agencies were providing service to the parents of 2 percent of the public agency children. On the other hand, the public agencies reported that casework was inapplicable for the parents of only 51 percent of the children because the parents had abandoned or relinquished the child for adoption, while the voluntary agencies reported that casework was inapplicable for the parents of 91 percent of the children. (Table 53.)

Larger proportions of parents of children who were in adoptive family homes were given casework service by the reporting agency if they were married and living together or divorced or separated than if they were parents who were not married to each other. (Table 54.)

THE CHILD'S WHEREABOUTS

Classification by whereabouts

The whereabouts of children receiving child welfare services has been reported more often than any other item in this study. The child's location is necessarily a matter of record when payment is involved and it is a statistical item in the monthly reports of most State departments of public welfare. Until recently the States reported to the Children's Bureau quarterly and now report annually on the whereabouts of all children receiving services from State and local public welfare agencies. Many voluntary agencies also report this distribution at fairly frequent intervals to community councils or welfare federations and to State departments of public welfare.

The child's whereabouts is of course closely related to the marital status of parents. It has also been a key to the kind of service given by the agency, since reports on specific services had not been generally requested prior to this study. But as suggested earlier, neither the marital status of the parents nor the whereabouts of the child gives an accurate statement of the kind of service that is involved.

The proportion of children in various living arrangements is highly variable from State to State, depending upon the character of the child welfare program. The proportions also vary to a certain extent when supplementary services as well as primary services are included. The studies of characteristics of children made by the Children's Bureau in 1945 and 1959 did not include all States and the general averages that they presented were therefore not representative of the entire country. The detailed classification shown in table 55 and in appendix table 42 presents the whereabouts of the children included in this study.

The proportions of children living in foster care in 1961 were not very different for the public agencies and the voluntary agencies, 47 and 45 percent, respectively. The significant differences were in the proportions of children living with parents or relatives and in adoptive family homes. The voluntary member agencies of the Child Welfare League of America showed 23 percent in adoptive family homes compared with 6 percent in the public agencies, and only 25 percent living with parents compared with 37 percent in the public agencies.

Table 55. Whereabouts of children receiving child welfare services

Whereabouts of child	Percent distribution	
	Public agencies	Voluntary agencies
Total	100	100
With parent	37	25
With both parents	17	13
With mother	17	10
With father	3	2
In independent living arrangement	1	3
With relative	7	2
In adoptive family home	6	23
In foster care	47	45
In foster family home	35	30
Foster family boarding home	34	27
Free foster family home	1	3
Wage or work home	(*)	(*)
In group home	(*)	1
In institution	12	14
Public	5	2
Voluntary	7	13
Elsewhere	1	1

*Less than 1 percent.

Two classifications recently introduced, "independent living arrangements" and "group homes," while socially important, still show very small numbers. Less than 1,000 children served by public agencies were in group homes. These are small homes operated by social agencies rather than foster family homes, but are classified under foster care. The voluntary agencies apparently make a greater use, proportionately, of group homes, since 1 percent of the children served by voluntary agencies were in these homes.

Only 4,200, or 1 percent of the public agency children, were in independent living arrangements, that is, were living in boarding

houses, apartments or clubs, without adult supervision. This again, is a method of care more frequently used by the voluntary agencies, as 3 percent of the voluntary agency children were in independent living arrangements. The higher percentage is probably associated with the larger proportion of pregnant girls or unmarried mothers in the voluntary agency caseload.

Among the 37 percent of public agency children and 25 percent of voluntary agency children living with parents, only 17 percent from the public agencies and 13 percent from the voluntary agencies were living with both parents, the others were living with the mother only or with the father only.

The principal differences between the 1959 and 1961 studies, which reflect the difference between a study covering only part of the States and a study covering all States, are in the relative proportion of children living in foster care compared with the proportion in their own homes or the homes of relatives.[29] The former increased from 39 to 47 percent, the latter dropped from 53 to 45 percent, probably as a result of the difference in the sample.

As in the 1959 study, whereabouts was unknown or not reported for a relatively small number of children. In 1961 this number amounted to only seven-tenths of 1 percent for the public agencies, but included 1,000 children who were not in legal custody, whose cases presumably would be closed later if the child was not located.

In both the public and the voluntary agencies a very small number of children were reported to be living "elsewhere." This is a miscellaneous group that includes for the public agencies 5,149 children living in the following situations:

In boarding school	850
In hospital	633
In armed forces	789
In temporary shelter or receiving home	966
In detention home	517
Elsewhere, not specified	1,394

Some of these arrangements were obviously temporary and may represent the situation only between one placement and another. Those in the armed forces were probably in the legal custody of the agency and cases could not be closed even though service was probably not being given at the time of the study.

[29] Own homes includes homes of parents and independent living arrangements.

While 27 percent of the children served by public agencies and 24 percent of those served by voluntary agencies had parents who were married and living together, only about 4 out of 5 of these children, 62 percent in the public agencies and 55 percent in the voluntary agencies, were living with their parents. Most of these children who had parents but were not living with them were in foster family homes, a few were in institutions or with relatives. As many as 2 percent of the public agency children and 4 percent of the voluntary agency children who had parents were in adoptive family homes. (Appendix tables 24 and 25.)

Among the children whose parents were divorced, about 42 percent in the public agencies and 31 percent in the voluntary agencies were living with one or the other parent, while 30 percent of each group were in foster family homes.

Those whose parents were separated or deserted had a smaller proportion living with parents (30 percent in the public agencies and 27 percent in the voluntary agencies) and a larger proportion in foster family homes (44 and 43 percent, respectively).

The largest proportions of the children living with relatives were those who had lost one or both parents through death.

While 18 percent of the public agency children and 55 percent of the voluntary agency children whose parents were not married to each other were in adoptive family homes, 21 percent of those served by public agencies were still living with their mothers and 43 percent were living in foster family homes. Among the children served by voluntary agencies, very few with unmarried parents were still with their mothers (3 percent), while 36 percent were in foster family homes, probably awaiting adoption.

Separate tabulations have been made for children living with parents, with relatives, and in independent living arrangements. These will be discussed below in separate sections.

Children living with parents

About 37 percent of the children served by public agencies and 25 percent of those served by voluntary agencies were living in the homes of parents. Nearly one-half of these were living with both parents, most of the others lived with their mothers only, as the following percentages show:

	Public agencies	*Voluntary agencies*
With both parents	17	13
With mother only	17	10
With father only	3	2

The ages of children living with parents are shown in appendix tables 21, 22, and 23. In the public agencies the children living with parents were very slightly younger than the children living in other situations (median age 10 years compared with 11 years for entire group, but arithmetic mean the same). In the voluntary agencies, on the other hand, the children living with parents were considerably older than the entire group. This difference results from

Table 56. Marital status of parents of children living with parents

Marital status	Percent distribution	
	Public agencies	Voluntary agencies
Total	100	100
Married and living together	44	53
Divorced	19	21
Mother remarried	7	5
Father remarried	2	4
Both remarried	3	4
Neither remarried	5	6
Remarriage not reported	2	2
Separated or deserted	14	11
Separated	9	8
Father deserting	4	3
Mother deserting	1	(*)
Father dead	6	7
Mother remarried	2	2
Mother not remarried	4	5
Remarriage not reported	(*)	(*)
Mother dead	3	2
Father remarried	1	1
Father not remarried	2	
Remarriage not reported	(*)	
Parents not married to each other	14	6

*Less than 1 percent.

the larger proportion of cases of unmarried mothers and adoption in the voluntary agencies. Forty-nine percent of the public agency children living with parents were under 10 years of age, while only 36 percent of the voluntary agency children were so young. Only 7 percent of the public agency children were 18 years and over, compared with 14 percent in the voluntary agencies.

As might be expected, larger proportions of these children who were living with parents had parents who were married and living together than other children in the study. Forty-four percent of the children served in their parents' homes by public agencies and 53 percent of those served by voluntary agencies had parents who were married and living together (table 56) compared with 27 percent for all the public agency children and 24 percent of the voluntary agency children.

Nevertheless, the broken homes were significant. About one-fifth of these children lived with parents who were divorced and nearly one-tenth had parents who were separated. Desertion had affected small percentages (5 and 3 percent, respectively), but some of these were deserting mothers.

About the same proportions of children living with parents had lost their fathers through death as in the entire group, but smaller proportions had lost mothers.

The greatest differences, of course, are in the percentages with parents not married to each other, but it is perhaps noteworthy that 14 percent of the children served by public agencies in the homes of parents and 6 percent of those served by voluntary agencies had parents who were not married to each other.

Of all the children whose parents had remarried and who therefore might have had a stepparent in the home, 66 percent in the public agencies and 55 percent in the voluntary agencies had stepparents at home. (Table 57.) The highest percentage of children with stepparents at home (90) was in the case of the mother's death and the father's remarriage. The lowest percentages (33 and 30) were in cases of divorce with the father remarried. Presumably in most of these latter cases the child was with the mother and the father who had remarried lived elsewhere.

Forty percent of all white children and 35 percent of all Negro children who were served by public agencies were living with parents. For the voluntary agencies the corresponding percentages were 26 and 20.

The color or race of children living with parents is shown in table 58. Twenty percent of those served by public agencies and 11 percent of those served by voluntary agencies were Negro. For children living with their mothers only, the percentages of Negro children were higher, 26 and 16 percent, respectively.

Table 57. Children living with parents who had remarried, percentage with stepparent in child's own home

Marital status of child's parent	Percentage with stepparent in home	
	Public agencies	Voluntary agencies
Total who might have had stepparent in home	66	55
Divorced:		
Mother remarried	79	75
Father remarried	33	30
Both remarried	86	80
Father dead:		
Mother remarried	76	(1)
Mother dead:		
Father remarried	90	(1)
Parents not married to each other	51	22

[1] Base less than 100.

Children served in the homes of parents by public agencies differed from those served by voluntary agencies in the principal problems that they presented. (Table 59.) For the public agencies the principal problem was neglect, abuse or exploitation (33 percent), while for the voluntary agencies the principal problem was an emotional or behavior difficulty of the child (25 percent).

Conflict in parent-child relationship, which appeared in second place for the voluntary agencies, was in fifth place for the public agencies. (Table 60.)

Illness of parent was a significant problem for both the public and voluntary agencies for children living with parents.

Twelve percent of those served by the voluntary agencies in the homes of parents were pregnant girls or unmarried mothers, while this was the principal problem for only 1 percent of those served by public agencies in the homes of parents.

Although there is a certain degree of correspondence between the principal problem that the child presents to be solved and the service specifically appropriate to that problem, the variety of problems presented and the breadth of some services (casework related to the child's adjustment, for example) tend to obscure this relationship.

The principal service given to children living with parents by both public and voluntary agencies was casework related to problems

of the child's behavior, parent-child relationship or other problems of the child's adjustment to himself, his family and the community.

Although 33 percent of the children served by public agencies were neglected, abused or exploited, only 67 percent of these children were receiving protective services, while 17 percent received casework related to the child's adjustment and 8 percent received after-care service. (Appendix tables 15 and 16.) Similarly, although the voluntary agencies diagnosed the principal problem for 14 percent of the children as neglect, abuse or exploitation, only 78 percent of these children were receiving casework related to adjustment, while 10 percent were in intake study and 7 percent were receiving after-care service.

The children living with parents who were receiving casework related to the child's adjustment had a variety of principal problems in the public agencies (emotional or behavior difficulties, 19 percent; conflict in parent-child relationship, 14 percent; and neglect, abuse or exploitation, 14 percent) while in the voluntary agencies there was greater concentration on emotional or behavior difficulties (37 percent) and conflict in parent-child relationship (31 percent).

Table 58. Color or race of children living with parents

Whereabouts	Percent distribution				
	Total	White	Negro	American Indian	Other nonwhite
Public agencies					
With parent	100	77	20	2	1
With both parents	100	82	15	2	1
With mother only	100	71	26	2	1
With father only	100	79	18	1	2
Voluntary agencies					
With parent	100	87	11	(*)	2
With both parents	100	90	9	(*)	1
With mother only	100	82	16	(*)	2
With father only	100	89	8	(*)	3

*Less than 1 percent.

Table 59. Principal problems of children living with parents

Principal problem	Percent distribution of children living with parents					
	Public agencies			Voluntary agencies		
	All children	Receiving casework related to adjustment	Receiving protective service	All children	Receiving casework related to adjustment	Receiving protective service
Total	100	100	100	100	100	100
External to the child	48	28	89	26	17	91
Neglect, abuse or exploitation of child	33	14	81	14	9	84
Parents not married to each other	4	3	1	2	1	.....
Child in need of guardianship	2	1	1	(*)	(*)	(*)
Illness of parent	8	9	5	10	7	6
Inadequate housing	1	1	1	(*)	(*)	1
Child of agricultural migrant	(*)	.....	(*)	.....	.....	.....
Interpersonal relationships	15	26	1	22	34	2
Conflict in parent-child relationship	7	14	1	19	31	7
Problem of adjustment of the child on return from foster care	2	1	(*)	1	1	.....
Physical handicap of child causing problem of child's adjustment or problems in family	6	11	(*)	2	2	(*)
Child's behavior or condition	19	28	2	28	41	3
Emotional or behavior problem of child	10	19	1	25	37	2
Child in conflict with law	5	2	(*)	1	1	.....
Mental retardation of child	4	7	1	2	3	1
Problems complicated or ill-defined	12	15	6	22	7	4
Pregnant girl or unmarried mother	1	(*)	(*)	12	1	.....
Illness of child	1	2	1	1	1	.....
Employment of mother	(*)	(*)	(*)	5	1	1
Unemployment of father	1	1	(*)	1	(*)	(*)
Financial need of family	9	12	5	3	4	3
Other, not specified	6	3	2	2	1	(*)

*Less than 1 percent.

On the other hand, over four-fifths of all the children who received protective service had neglect, abuse or exploitation as the principal problem.

Table 60. Rank in principal problems and principal services for children living with parents

Public agencies	Percent	Voluntary agencies	Percent
Principal problems			
Neglect, abuse or exploitation of child	33	Emotional or behavior problem of child	25
Emotional or behavior problem of child	10	Conflict in parent-child relationship	19
Financial need of family	9	Neglect, abuse or exploitation of child	14
Illness of parent	8	Pregnant girl or unmarried mother	12
Conflict in parent-child relationship	7	Illness of parent	10
Principal services			
Service related to problem of child's adjustment	39	Service related to problem of child's adjustment	53
Protective service (related to neglect, abuse or exploitation).	27	For unmarried mothers	12
After-care service	10	Protective service (related to neglect, abuse or exploitation).	9

Table 61. Length of service to children living with parents

Years of service	Public agencies			Voluntary agencies		
	Total	New cases	Reopened cases	Total	New cases	Reopened cases
Total	100	100	100	100	100	100
Less than 1 year	20	21	(*)	38	41	(*)
1	32	37	9	25	30	10
2	16	16	14	11	11	14
3	9	9	12	6	5	11
4	6	5	11	4	3	10
5	4	3	10	4	3	8
6	3	2	8	2	1	8
7	3	2	8	2	1	7
8	2	1	6	2	1	6
9	1	1	5	1	1	5
10	1	1	4	1	1	5
11	1	1	4	1	1	4
12 or more	2	1	9	3	1	12

*Less than 1 percent.

Table 62. Length of time between closing and reopening cases of children living with parents

Years elapsed between last closing and reopening	Percent distribution	
	Public agencies	Voluntary agencies
Total	100	100
Less than 1	25	20
1	35	34
2	15	15
3	8	8
4	6	6
5	4	5
6	3	3
7	1	2
8	1	1
9	1	3
10	1	2
11	(*)	1

*Less than 1 percent.

The cases of children living with parents were of relatively short duration. Twenty percent in the public agencies and 38 percent in the voluntary agencies had been served less than 1 year since the last opening. The relatively greater percentage of short-term cases in the voluntary agencies is probably the result of the larger proportion of cases of unmarried mothers and adoption. In the public agencies, 52 percent had been served less than 2 years and 68 percent less than 3 years. (Table 61.) Corresponding figures for the voluntary agencies were 63 and 74 percent. Small percentages of the children, however, had been served 10, 11, 12, or more years.

For about 17 percent of the children served by public agencies in homes of parents and 22 percent of those served by voluntary agencies, cases had been previously closed and later reopened. Twenty-five percent of these in the public agencies and 20 percent in the voluntary agencies had been reopened in less than 1 year, 60 percent and 54 percent, respectively, in less than 2 years and 75 percent and 69 percent in less than 3 years. (Table 62.)

Children living with relatives

About 7 percent of the children served by public agencies and 2 percent of those served by voluntary agencies were living with relatives.

Children living with relatives were in general older than children living with their parents (appendix tables 21, 22 and 23), and this was consistent with the 1959 study. The median age was 12 years in the public agencies and 15 years in the voluntary agencies. The first quartiles were 7 years and 10 years, respectively, and the third quartiles were 16 years and 18 years, respectively.

Slightly higher proportions of the Negro children than of the white children lived with relatives in both the public agencies and the voluntary agencies. (Table 63.) Of all children living with relatives, 26 percent in the public agencies and 21 percent in the voluntary agencies were Negro children. (Table 64.)

From one-quarter to one-third of the children living with relatives had lost one or both parents through death. As in the 1959 study, this was the most important group among the children living with relatives. About one-fifth had parents who were divorced. Twenty percent of the public agency children and 11 percent of the voluntary agency children who lived with relatives had separated or deserted parents, and 14 and 21 percent, respectively, had parents who were married and living together. (Table 65.)

The principal problems presented by children living with relatives are shown in table 66, and the rank in principal problems and

services in table 67.

Neglect, abuse or exploitation was the principal problem for children served by public agencies and the proportion was somewhat higher than that for children living with parents (37 percent compared with 33 percent).

For the voluntary agencies, on the other hand, the problems of pregnant girls or unmarried mothers ranked first in the homes of relatives (23 percent), with neglect, abuse or exploitation second (21 percent).

An emotional or behavior problem, illness of parents and con-

Table 63. Percentage of children living with relatives, by color or race

Color or race	Percentage living with relatives	
	Public agencies	Voluntary agencies
Total	8	2
White	7	2
Negro	9	3
American Indian	9	4
Other nonwhite	12	4

Table 64. Color or race of children living with relatives

Color or race	Percent distribution	
	Public agencies	Voluntary agencies
Total	100	100
White	69	76
Negro	26	21
American Indian	3	1
Other nonwhite	2	2

Table 65. Marital status of parents of children living with relatives

Marital status	Percent distribution	
	Public agencies	Voluntary agencies
Total	100	100
Married and living together	14	21
Divorced	20	22
Mother remarried	8	6
Father remarried	2	4
Both remarried	4	5
Neither remarried	3	4
Remarriage not reported	3	3
Separated or deserted	20	11
Separated	15	8
Father deserting	3	1
Mother deserting	2	2
Father dead	8	10
Mother remarried	3	4
Mother not remarried	4	5
Remarriage not reported	1	1
Mother dead	13	14
Father remarried	4	5
Father not remarried	6	8
Remarriage not reported	3	1
Both parents dead	7	10
Parents not married to each other	18	12

flict in parent-child relationship ranked third, fourth and fifth for both public and voluntary agencies.

Principal services provided to children living with relatives are shown in table 68 and their rank in table 67.

The principal services given to children living with relatives were the same as those given to children living with parents. They were also given in about the same proportions by the public agencies.

The voluntary agencies, however, gave casework to unmarried mothers for 21 percent, compared with 12 percent of those living with parents, and gave casework service related to child's adjustment to

Table 66. Principal problem of children living with relatives

Principal problem	Percent distribution	
	Public agencies	Voluntary agencies
Total	100	100
External to the child	61	40
Neglect, abuse or exploitation of child	37	21
Parents not married to each other	3	4
Child in need of guardianship	14	6
Illness of parent	7	9
Inadequate housing	(*)	.....
Child of agricultural migrant	.....	.....
Interpersonal relationships	11	8
Conflict in parent-child relationship	7	7
Problem of adjustment of the child on return from foster care	2	1
Physical handicap of child causing problem of child's adjustment or problems in family	2	(*)
Child's behavior or condition	14	23
Emotional or behavoir problem of child	10	18
Child in conflict with law	2	2
Mental retardation of child	2	3
Problems complicated or ill-defined	8	27
Pregnant girl or unmarried mother	2	23
Illness of child	1	.....
Employment of mother	(*)	2
Unemployment of father	1	1
Financial need of family	4	1
Other, not specified	6	2

*Less than 1 percent.

Table 67. Rank in principal problems and principal services for children living with relatives

Public agencies	Percent	Voluntary agencies	Percent
Principal problems			
Neglect, abuse or exploitation	37	Pregnant girl or unmarried mother	23
Child in need of guardianship	14	Neglect, abuse or exploitation	21
Emotional or behavior problem of child	10	Emotional or behavior problem of child	18
Illness of parent	7	Illness of parent	9
Conflict in parent-child relationship	7	Conflict in parent-child relationship	7
Principal services			
Casework related to problems of child's adjustment.	38	Casework related to problems of child's adjustment.	40
Protective service (related to neglect, abuse or exploitation).	22	Casework for unmarried mothers	21
After-care service	7	Protective service	10

Table 68. Principal service for children living with relatives

Principal service	Percent distribution	
	Public agencies	Voluntary agencies
Total	100	100
Adoption service	8	4
Preadoptive study of child	1	1
Planning placement for adoption	1	3
Preadoption supervision	1	(*)
Investigation for court of independent placement	5	(*)
Foster care service	11	13
Planning foster care placement	2	3
Casework service to children in foster care	2	3
After-care service	7	7
Other casework service	63	71
Related to problems of child's adjustment	38	40
Related to neglect, abuse or exploitation	22	10
For youth in conflict with law	1	.....
For unmarried mothers	2	21
Other services	14	12
Intake study	3	7
Investigation for court	3	(*)
Day care service	(*)	.....
Homemaker service	(*)	.....
Other, not specified	8	5
Purchase, payment, legal custody	4	(*)
Purchase of service or care	(*)	.....
Payment for board and care only	1	.....
Legal custody only	3	(*)

*Less than 1 percent.

only 40 percent, compared with 53 percent of those living with parents.

Children in independent living arrangements

Children in independent living arrangements are more appropriately called young people, since only 13 percent of those served by public agencies and 7 percent of those served by voluntary agencies were under 18 years of age. The median age was 20 years in the public agencies and 22 years in the voluntary agencies. An independent living arrangement is any situation in which the young person who is served is living without adult supervision. The arrangement may be a lodging house, an apartment or a young people's club or residence where no adult is in charge.

In the public agencies 29 percent and in the voluntary agencies 36 percent of these young people had parents who were married and living together. These are higher percentages than the general average for the study. (Table 75.) Larger proportions also had divorced parents or had lost parents through death than in the entire group. Considerably smaller proportions had unmarried parents. (Table 69.)

The largest numbers of young people in independent living arrangements were themselves unmarried mothers, 25 percent of those served in independent living arrangements by public agencies and 67 percent of those served by voluntary agencies. (Table 70.)

The next groups of significance were those with emotional or behavior problems and those served by public agencies who had been neglected, abused or exploited children.

The figures on principal service (table 71) indicate clearly that those with diagnosis of neglect had been removed from their homes at an earlier period; 25 percent were receiving after-care service who had been in foster care and 18 percent were in legal custody only, without other service by the agency.

Nine percent of the young people served by public agencies in independent living arrangements had conflict in parent-child relationship. This was above the general average of 5 percent for all those served by public agencies. The voluntary agencies, on the other hand, had a smaller than average percentage with conflict in parent-child relationship.

Of the unmarried mothers in independent living arrangements, 89 percent in the public agencies and 94 percent in the voluntary agencies were receiving special services to unmarried mothers. A few had emotional or behavior problems or conflict in parent-child relationship. (Table 71.)

The total length of time these young people had been served

Table 69. Marital status of parents of young people in independent living arrangements

Marital status of parents	Percent distribution	
	Public agencies	Voluntary agencies
Total	100	100
Married and living together	29	36
Divorced	21	24
Mother remarried	8	6
Father remarried	4	5
Both remarried	5	8
Neither remarried	2	2
Remarriage not reported	2	3
Separated or deserted	11	4
Separated	7	4
Father deserting	2	(*)
Mother deserting	2	.....
Father dead	11	18
Mother remarried	5	6
Mother not remarried	5	12
Remarriage not reported	1	(*)
Mother dead	12	6
Father remarried	4	3
Father not remarried	5	3
Remarriage not reported	3	(*)
Both parents dead	5	9
Parents not married to each other	11	3

*Less than 1 percent.

is closely related to the problems presented. Since large proportions were unmarried mothers it is not surprising that the voluntary agencies had served 65 percent of them for less than 2 years and the public agencies 38 percent. About two-thirds in the public agencies and over three-fourths in the voluntary agencies had been served less than 5 years. (Table 72.)

Table 70. Principal problem of young people in independent living arrangements, selected services

Principal problem [1]	Percent distribution				
	Public agencies			Voluntary agencies	
	Total [2]	Casework related to child's adjustment	Special services to unmarried mothers	Total [2]	Special services to unmarried mothers
Total	100	100	100	100	100
External to the child:					
Neglect, abuse or exploitation of child	17	16	.....	3	.....
Parents not married to each other	1	2	.....	1	.....
Child in need of guardianship	4	3	1	2	.....
Illness of parent	3	4	.....	2	.....
Inadequate housing	1	2	.....	.....	.....
Interpersonal relationships:					
Conflict in parent-child relationship	9	16	2	6	1
Problem of adjustment of the child on return from foster care	4	2	1	(*)	.....
Physical handicap of child causing problem of child's adjustment or problems in family	1	3	.....	(*)	(*)
Child's behavior or condition:					
Emotional or behavior problem of child	15	27	2	14	1
Child in conflict with law	6	4	.....	(*)	.....
Mental retardation of child	3	5	.....	(*)	1
Problems complicated or ill-defined:					
Pregnant girl or unmarried mother	25	6	93	67	97
Illness of child	(*)	1	.....	.....	.....
Financial need of family	4	5	1	1	.....
Other	7	4	.....	4	.....

*Less than 1 percent.

[1] No cases were reported in which employment of mother was the principal problem; less than 1 percent in the public agencies and none in the voluntary agencies reported unemployment of the father.

[2] Includes all kinds of service; adjacent columns are selected services.

More of the young people in independent living arrangements had had no placements or only one placement than the children in foster care. (Table 42.) On the other hand, for the young people in independent living arrangements who had had any placements the record of placement was usually higher. Twenty-six percent in the public agencies had had four or more placements compared with 16 percent of the children in foster care. (Table 73.)

Table 71. Principal service to young people in independent living arrangements, selected problems

Principal service [1]	Percent distribution				
	Public agencies			Voluntary agencies	
	Total [2]	Neglect, abuse, exploitation	Unmarried mother	Total [2]	Unmarried mother
Total	100	100	100	100	100
Foster care service	20	27	.....	9	.....
Planning foster care placement	(*)	1	.....	.....	.....
Casework service to children in foster care	1	1	.....	(*)	.....
After-care service	19	25	.....	9	.....
Other casework service	60	44	99	85	98
Related to problems of child's adjustment	30	29	8	20	4
Related to neglect, abuse or exploitation	3	15	1	.....	.....
For youth in conflict with law	3	.....	1	.....	.....
For unmarried mothers	24	.....	89	65	94
Other services	12	9	(*)	5	2
Intake study	1	.....	.....	2	?
Investigation for court	1	4	.....	.....	.....
Other	10	5	(*)	3	.....
Purchase, payment, legal custody	8	20	1	1	.....
Purchase of service or care	1	2	1	.....	.....
Payment for board and care only	1	.....	(*)	.....	.....
Legal custody only	6	18	.....	1	.....

*Less than 1 percent.
[1] Adoption service was negligible.
[2] Includes all problems; adjacent columns are selected problems.

Table 72. Length of time in care for young people in independent living arrangements

Total number of years since case first reopened	Percent distribution	
	Public agencies	Voluntary agencies
Total	100	100
Less than 1	18	50
1	20	15
2–4	25	14
5–9	14	12
10–14	13	5
15 and over	10	4

Table 73. Number of placements of young people who were in independent living arrangements

Number of placements	Percent distribution					
	Public agencies			Voluntary agencies		
	Total	By reporting agency	Prior placements	Total	By reporting agency	Prior placements
Total	100	100	100	100	100	100
None	34	39	81	52	62	86
1	19	22	11	16	18	8
2	12	14	3	13	12	2
3	9	7	2	2	2	1
4	5	4	2	4	2	3
5	5	4	(*)	2	1	(*)
6	4	4	1	1	1	.....
7	3	2	(*)	1	1	(*)
8	2	1	(*)	7	2	.....
Over 8	7	3	.....	2	(*)	(*)

*Less than 1 percent.

OTHER CHARACTERISTICS OF THE CHILDREN

Age and sex

The median age of all children served by public agencies who were included in the 1961 study was nearly 10.7 years; in the 1959 study it was 10.2 years. This amount of change in 2 years may not be significant. It was estimated in 1959 that the median age had dropped 1 year between 1945 and 1959 but it seems apparent now that there has been a decline of less than 6 months instead of 1 year since 1945. Comparable figures for the earliest and the most recent studies of children served by public agencies are as follows:

	Age in years	
	1961	*1945*
Mean (arithmetic)	10.0	10.2
Median	10.7	11.2
1st quartile	5.7	5.9
3d quartile	15.1	15.4

Fifty-three percent of the children were boys and 47 percent were girls; in 1959 the percentages were 54 and 46, respectively. Age and sex distributions for single years of age in the public agencies are shown in table 74.

The children served by voluntary agencies show a somewhat different age distribution from those served by public agencies. Twenty-eight percent of these children were under 2 years old while only 7 percent of the children served by public welfare agencies were so young. This difference is of course related to the larger proportion of adoption cases among the children served by the voluntary agencies. Slightly higher proportions in the group aged 20 years and over in the voluntary agencies also may be related to the larger proportion of cases of unmarried mothers.

The arithmetic mean age for children served by voluntary

Table 74. Age and sex distribution for children receiving child welfare services

Age in completed years at birthday in 1961	Percent distribution [1]			
	Public agencies			Voluntary agencies
	Total	Male	Female	
Total	100	53	47	100
Less than 1	2	55	45	12
1	5	48	52	16
2	5	50	50	5
3	5	51	49	3
4	5	52	48	3
5	5	54	46	3
6	5	54	46	3
7	5	54	46	3
8	5	51	49	3
9	5	54	46	3
10	5	57	43	4
11	6	56	44	4
12	5	58	42	4
13	6	56	44	5
14	6	56	44	4
15	6	54	46	5
16	6	56	44	4
17	5	52	48	5
18	4	50	50	4
19	2	48	52	2
20	1	42	58	2
21 and over	1	28	72	3

[1] All percentages rounded independently; totals may not be the sum of individual items.

agencies was 8.6 years, the median was 8.8 years and the first and third quartiles were 1.8 years and 15.1 years, respectively.

One of the most interesting aspects of the age distribution for children served by public agencies is the variation among States. As shown in appendix table 37, the median age ranged from 8 years in Florida, Louisiana, New Mexico, Oklahoma, and Tennessee to 15 years in Puerto Rico and Nebraska. This was so wide a range that it seemed worthwhile to find out whether these were differences persisting in other years or whether the figures represented chance variations perhaps resulting from sampling methods in 1961. Appendix table 37 shows, however, the same general distribution of median age

in 1959 as in 1961. Louisiana, New Mexico, and Tennessee had a median age of 8 years and Nebraska of 15 years in 1959. The conclusion must be reached that these variations from State to State in median age result from program differences. Nebraska, with the highest median age is also the State with a relatively high proportion of its children receiving child welfare services in institutions. This is not the explanation, however, for Puerto Rico or for West Virginia and Wyoming which also have a relatively high median age. West Virginia and Wyoming had relatively high proportions of children receiving services to youth in conflict with law. (Appendix tables 35 and 36.) Puerto Rico had the highest percentage of children with emotional or behavior problems.

Appendix tables 21 and 22 repeat the general conclusions of the public agency 1959 study on the relationship between age and whereabouts, although the age classifications are slightly different.

Only 2 percent of the infants under 1 year old were with relatives, but the proportion with relatives increased with each year of age up to 10 percent for those aged 18 through 20 years. In the voluntary agencies, smaller percentages of the children were receiving services in the homes of relatives, but the same trend in increasing age is observable.

In both public and voluntary agencies the adoptive home offers its maximum opportunity to the child of less than 2 years. With each succeeding age group the proportion in adoptive homes is less and drops sharply after 10 years. The children served in adoptive family homes by voluntary agencies are even younger than those served by public agencies—76 percent under 2 years of age, only 4 percent 10 years and over.

The foster family boarding home cares for the largest proportion of children under 1 year old who are served by public agencies, perhaps in many cases before the mother decides to relinquish the child or before appropriate adoptive placement can be made. The proportion drops sharply at 1 year (as the proportion in adoptive homes rises) but reaches another mode in the age group 5 through 9 years and remains a significant method of care (23 percent) even for the youth of 18 through 20 years.

A smaller proportion of children under 1 year of age are served in foster family boarding homes by voluntary agencies than in adoptive homes, but the trend for other age groups is similar.

Institutions for dependent and neglected children care for only a small proportion of all children receiving services from child welfare agencies. Both public and voluntary agencies are more likely to serve children from 10 through 17 in these institutions than younger or older children. As in 1959, however, as many as 3 percent of the

children served by public agencies who were less than 1 year old were in these institutions. Less than 1 percent of the children served by voluntary agencies who were under 1 year old were in institutions. Institutions for dependent and neglected children do not appear to become significant for the voluntary agencies until the children are at least 5 years old.

While 37 percent of all the children served by public agencies in this study were living in the homes of parents, the proportion of infants under 1 year old with their parents was only 23 percent. The proportion with parents increased with the age of the child up to a maximum of 44 percent for the age group 5 through 9 years, then declined with each age group through 20 years.

Only 4 percent of the children under 1 year old who were served by voluntary child welfare agencies were living with parents. Those who did live with parents were slightly older than in the public agency group.

In the public agencies 10 percent and in the voluntary agencies 11 percent of the young people 18 through 20 years were in independent living arrangements. Eight and 7 percent, respectively, were "elsewhere," that is, in boarding schools, hospitals, the armed forces, temporary shelters, or detention homes.

There are also certain relationships between age and problem. Sixty-five percent of the infants under 1 year of age served by public agencies [30] had as their principal problem parents not married to each other or need of guardianship, while only 10 percent were neglected, abused or exploited. (Appendix tables 2 and 3.)

The proportion of children for whom unmarried parents appear as the principal problem declines sharply after 1 year of age but nevertheless persists as a principal problem even for 3 percent of those 18 through 20 years. Need of guardianship, on the other hand, was almost equally important in each age group.

The proportion of children neglected, abused or exploited increases from 10 percent of those under 1 year old to 45 percent of those 5 through 9 years, then declines after 10 years.

While emotional or behavior problems are reported for small proportions of very young children, they are chiefly important in the age group 10 through 20 years.

Conflict in parent-child relationship, taking the form of rejection or abuse by the parents of small percentages of very young children, becomes most significant in the age groups 5 through 17 years.

Of the children for whom mental retardation was identified as the principal problem, over 2 percent were under 1 year of age and 2

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[30] Problem not tabulated by age for voluntary agencies.

percent were from 2 through 4 years. About one-quarter each, however, were in the age groups 5 through 9 years, 10 through 13 years and 14 through 17 years.

The proportion who are identified as mentally retarded begins with 1 percent for those under 1 year old and increases to 4 percent for those 10 through 13, 14 through 17 and 18 through 20.

Marital status of parents

Before data were available on the child's problem, data on marital status of parents gave at least a partial clue to the child's situation. Marital status is still of interest for the light it throws on the social problems surrounding these children.

This is the third study by the Children's Bureau of the marital status of parents of children served by public child welfare agencies, the first in 1945, the second in 1959 and the third in 1961. Of the 1945 and 1959 studies we said: [31]

> **The most striking changes in marital status of parents for the two periods were the decreasing proportion of children receiving services because of death of parents—14 percent compared with 23 percent—and the increasing proportion of the divorced, separated or deserted—32 percent compared with 24 percent. Proportions of the married and the unmarried showed only slight changes.**

In 1961, only 2 years later, we find the striking changes in the proportion of the married, the unmarried, and the divorced, separated or deserted parents. The comparative percentages for the three studies of children served by public welfare agencies are as follows:

	1961	*1959*	*1945*
Married and living together	27	35	37
Divorced, separated or deserted	35	32	24
One or both parents dead	14	14	23
Parents not married to each other	24	19	16

In the past 2 years the percentage of children served whose parents were married and living together dropped from 35 to 27 percent, the percentage with divorced, separated or deserted parents

[31] *Children Who Receive Services from Public Child Welfare Agencies,* Children's Bureau Publication No. 387–1960, p. 33.

increased from 32 to 35 percent and the percentage with parents not married to each other increased from 19 to 24 percent.

Neither the 1945 nor the 1959 study covered the public welfare agencies in all States. While there is a possibility that the changes between 1959 and 1961, therefore, are partly the result of sampling differences, this possibility is lessened by the fact that the national sample and the sum of State samples for 1961 show very little difference. (Table 75.) The State samples are heavily weighted by several large States that did not report in 1959, but the national sample was drawn to minimize this weighting.[32] Therefore, it seems reasonable to believe that in 2 years the proportion with parents married and living together has declined and the proportion of divorced, separated, deserted and unmarried parents has increased. This change may possibly be related to the increasing proportion of children in the child welfare caseload who are identified with families receiving public assistance.

Whatever the cause, it is a fact that nearly three-quarters of the children served in 1961 by public child welfare agencies were from broken homes or had never had established homes.

Table 75 also presents some detail not hitherto available about the marital status of parents of children served by public welfare agencies. The separated and deserted parents were separately reported, 13 percent and 6 percent respectively.

About one-half as many mothers were deserting as fathers.

Of the 16 percent of children with divorced parents, 11 percent had parents who had remarried, the mothers in larger proportion than the fathers.

Of the 12 percent of children who had lost one parent through death, only 4 percent had a parent who had remarried.

The voluntary agencies (table 75) report slightly smaller percentages of parents married and living together, and considerably smaller percentages separated or deserted. The percentages divorced are about the same as in public agencies. The great difference, however, is in the proportion of parents not married to each other, 38 percent in the voluntary agencies, compared with 24 percent in the public agencies. This difference is of course a reflection of the larger proportion of adoption service in the voluntary agencies.

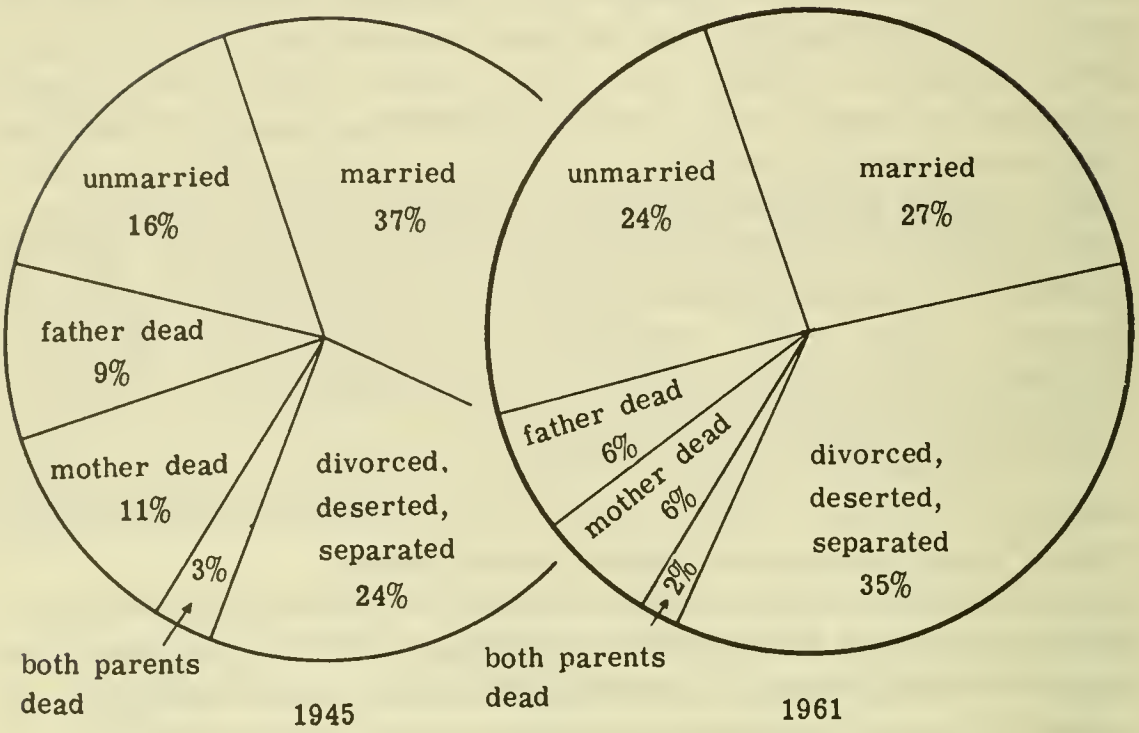
Color or race

The great majority of children receiving child welfare services, both from the public agencies and the voluntary agencies, are white

[32] See Methodology.

Chart 5. MARITAL STATUS OF PARENTS

PUBLIC AGENCIES



VOLUNTARY AGENCIES

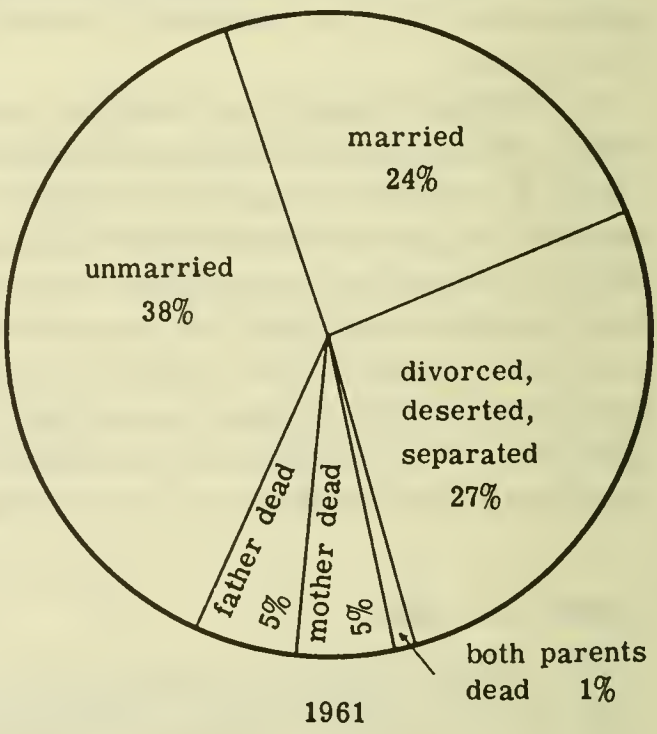


Table 75. Marital status of parents

Marital status of parents	Percent distribution of children		
	Public agencies		Voluntary agencies
	State samples	National sample	
Total	100	100	100
Married and living together	27	28	24
Divorced	16	16	17
Mother remarried	6	6	5
Father remarried	2	2	3
Both remarried	3	3	3
Neither remarried	3	3	4
Remarriage not reported	2	2	2
Separated or deserted	19	19	10
Separated	13	13	7
Father deserting	4	4	2
Mother deserting	2	2	1
Father dead	6	7	5
Mother remarried	2	2	2
Mother not remarried	4	4	3
Remarriage not reported	(*)	1	(*)
Mother dead	6	6	5
Father remarried	2	2	2
Father not remarried	3	3	2
Remarriage not reported	1	1	1
Both parents dead	2	2	1
Parents not married to each other	24	23	38

*Less than 0.5 percent.

children. Nevertheless, the proportion of nonwhite children is increasing.

Seventy-three percent of the children served by public agencies and 84 percent of those served by voluntary agencies in 1961 were white. (Table 76.) Twenty-four percent in the public agencies and

14 percent in the voluntary agencies were Negro children. Very small percentages of American Indian and other nonwhite children were served by both the public agencies and the voluntary agencies.

The trend toward increasing proportions of nonwhite children in the public child welfare caseload is shown by comparisons with two earlier studies. In 1961 nonwhite children were 27 percent of the total, compared with 25 percent in 1959 and 14 percent in 1945 for a comparable group of States. In 1961, 24 percent were Negro, 2 percent American Indian and 1 percent other nonwhite.

Variations in racial distribution among the States, however, are quite marked. In South Dakota 39 percent of the children served by public agencies and in Nevada 28 percent were American Indian in 1961. Montana, North Dakota, Washington, Oklahoma, Arizona, and Minnesota each had more than 10 percent American Indian children. (Appendix table 38.)

The principal other group of nonwhite children was that in Hawaii. The largest groups of nonwhite children in most States, however, were Negro. Eighty percent of the children receiving public child welfare services in the District of Columbia were Negro. Delaware had 51 percent Negro, Mississippi 49 percent, and Illinois 46 percent.

As indicated in appendix table 39 the several States, with few exceptions, increased between 1959 and 1961 the proportions of nonwhite children among the children they served. Where decreases occurred they were very slight or represented a change in agency structure and program, such as that in Kentucky.

As chart 7 and appendix table 40 show, however, the States still vary widely in rates of services to nonwhite children in the

Table 76. Color or race of children receiving child welfare services, 1961

Color or race	Percent distribution	
	Public agencies	Voluntary agencies
Total	100	100
White	73	84
Negro	24	14
American Indian	2	1
Other nonwhite	1	1

population. The average rate of service to nonwhite children for the United States was 10 per 1,000 nonwhite population under 21 years of age, compared with 6 per 1,000 for all children under 21 years of age. Among the 9 States with the largest numbers of nonwhite children in the population, New York, Mississippi, and North Carolina served from 12 to 19 per 1,000 while Texas, Georgia, and California served only 1 or 2. Minnesota with 20,370 nonwhite children served 161 per 1,000, the highest rate of any State.

In the public agencies 31 percent of the white children and 17 percent of the Negro children had parents who were married and living together; in the voluntary agencies the corresponding percentages were 26 and 14. (Table 77.)

Relatively small percentages of the Negro children had parents who were divorced. Among children with separated or deserted parents there were no significant differences among racial groups.

The significant contrasts were among those with parents who were not married to each other. In the public agencies only 16 percent of the white children had unmarried parents while for Negro children the proportion was 43 percent.[33] Larger proportions of the white children served by the voluntary agencies than by the public agencies had unmarried parents (34 percent) but the proportion of Negro children with unmarried parents was even larger (58 percent).

The Negro children served by public agencies were more likely to be living with their own parents than those served by voluntary agencies, 35 percent compared with 20 percent. But in both the public agencies and the voluntary agencies the percentages living with parents were smaller for the Negro children than for the white children. (Table 78.)

On the other hand, the proportions of Negro children living with their mothers only, were larger than for the white children.

Only 5 percent of the Negro children served by public agencies were in adoptive homes, a slightly smaller percentage than for the white children (8 percent). The voluntary agencies, however, were serving 17 percent of the Negro children, 24 percent of the white children, and 31 percent of the American Indian children in adoptive homes.

The largest groups of both Negro and American Indian children were in foster care, 49 percent of the Negro children served by public agencies and 53 percent of the American Indian children. In the voluntary agencies the proportions were even higher, 57 and 59 percent in foster care.

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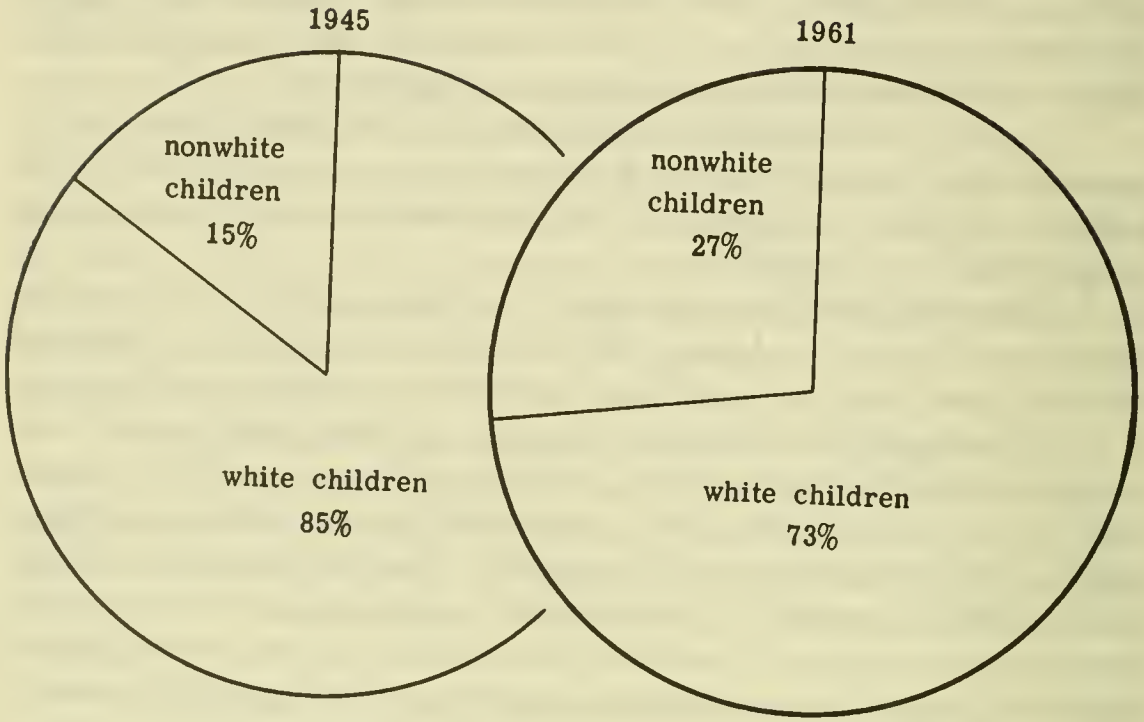
[33] In 1959 this was tabulated for all nonwhite children rather than Negro children. The percentage of nonwhite children with parents not married to each other was 35, compared with 13 percent for white children.

Chart 6. COLOR OR RACE OF CHILDREN

PUBLIC AGENCIES



VOLUNTARY AGENCIES

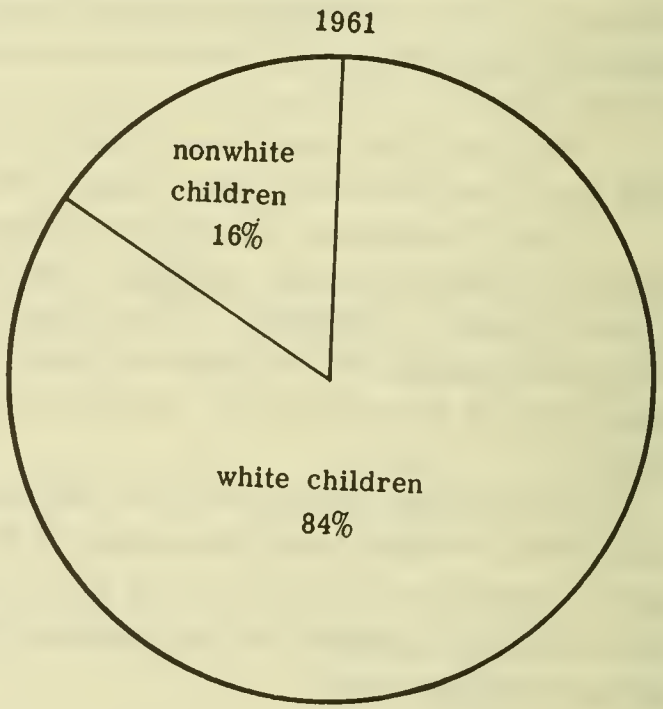


Table 77. Marital status of parents of white and Negro children

Marital status of parents	Percent distribution			
	Public agencies		Voluntary agencies	
	White	Negro	White	Negro
Total	100	100	100	100
Married and living together	31	17	26	14
Divorced	22	6	20	7
Mother remarried	8	2	5	2
Father remarried	3	1	4	1
Both remarried	4	1	4	1
Neither remarried	4	1	5	2
Remarriage not reported	3	1	2	1
Separated	12	15	7	10
Deserted	5	7	3	4
Father deserting	3	5	2	3
Mother deserting	2	2	1	1
Father dead	7	4	5	3
Mother remarried	2	1	2	1
Mother not remarried	4	3	3	2
Remarriage not reported	1	(*)	(*)	(*)
Mother dead	6	6	4	3
Father remarried	2	1	2	1
Father not remarried	3	3	2	1
Remarriage not reported	1	2	(*)	1
Both parents dead	1	2	1	1
Parents not married to each other	16	43	34	58

*Less than 1 percent.

The principal problems presented by nonwhite children did not differ greatly from the problems of white children. Neglect, abuse or exploitation was the most significant problem for nonwhite children served by public agencies, parents not married to each other

Chart 7. RATES OF SERVICE BY PUBLIC AGENCIES TO NON-WHITE CHILDREN

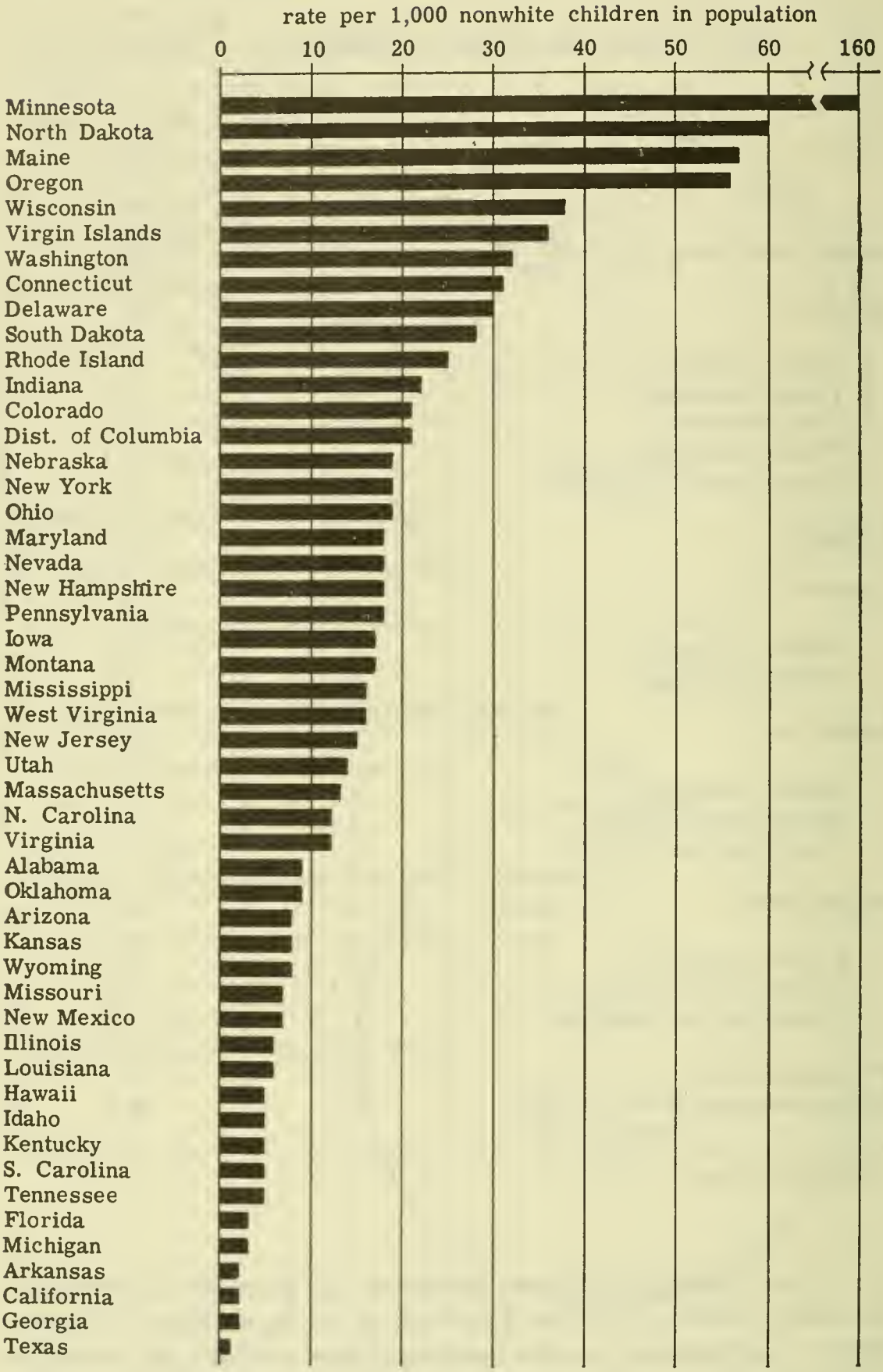


Table 78. Color or race, by whereabouts

Whereabouts	Percent distribution									
	Public agencies					Voluntary agencies				
	Total	White	Negro	American Indian	Other	Total	White	Negro	American Indian	Other
Total	100	100	100	100	100	100	100	100	100	100
With both parents	17	20	12	12	11	13	14	8	1	12
With mother	18	17	21	14	16	10	10	11	3	14
With father	3	3	2	1	7	2	2	1	1	4
In independent living arrangement	1	1	1	1	1	3	3	2	1	2
With relative	8	7	9	9	12	2	2	3	4	4
In adoptive family home	7	8	5	6	7	23	24	17	31	24
In foster family boarding home	33	30	39	46	35	27	24	46	45	28
In free foster family home	1	1	2	1	3	3	2	4	.....	2
In foster family wage or work home	(*)	(*)	(*)	(*)	.....	(*)	(*)	(*)	.....	.....
In group home	(*)	(*)	.....	1	.....	1	1	(*)	.....	.....
In public institution	5	5	5	3	3	2	2	1	4	2
In voluntary institution	5	6	3	2	3	13	14	6	10	3
Elsewhere	2	2	1	4	2	1	2	1	.....	5

*Less than 1 percent.

for nonwhite children served by the voluntary agencies. (Appendix tables 5 and 6.)

Emotional or behavior problems were less frequently reported for Negro children than for white children, especially by the voluntary agencies.

There was little difference between white and nonwhite children in the total time they had been served by the reporting agency, measured since the date of the first opening of the case. (Table 79.) The cases of shortest duration were those of white children served by the voluntary agencies, 30 percent of whom had been served less than 1 year and 60 percent less than 2 years. The predominance of unmarried mothers and adoption cases is again the explanation. Twenty-four percent of the Negro children also had been served less than 1 year by the voluntary agencies and 49 percent less than 2 years.

While the public agencies had smaller proportions of short-time cases, the median length of service was shorter for the white children than for the Negro children. For all groups except the Negro children served by public agencies the median length of service was less than 2 years; for these Negro children it was slightly over 2 years.

The public agencies had larger percentages of children who

Table 79. Number of years since case first opened, white and Negro children

Number of years since case first opened	Cumulative percentages			
	Public agencies		Voluntary agencies	
	White	Negro	White	Negro
Total	100	100	100	100
Less than 12	95	96	95	95
Less than 11	93	94	94	94
Less than 10	91	92	93	93
Less than 9	89	90	91	91
Less than 8	86	87	89	88
Less than 7	82	83	87	85
Less than 6	78	78	84	82
Less than 5	73	71	81	78
Less than 4	66	63	77	72
Less than 3	56	53	71	63
Less than 2	42	37	60	49
Less than 1	15	12	30	24

Table 80. Number of years since case last opened, white and Negro children

Number of years since case was last opened	Cumulative percentages			
	Public agencies		Voluntary agencies	
	White	Negro	White	Negro.
Total	100	100	100	100
Less than 12	96	96	97	96
Less than 11	95	95	96	95
Less than 10	93	93	95	93
Less than 9	91	91	94	92
Less than 8	89	88	93	90
Less than 7	86	85	92	88
Less than 6	83	81	90	86
Less than 5	79	76	87	82
Less than 4	73	69	83	77
Less than 3	64	59	77	69
Less than 2	49	42	66	55
Less than 1	18	14	34	28

had been served 6 years or longer than the voluntary agencies, but the proportion of these long-term cases was the same for white and for Negro children, 22 percent. In the voluntary agencies the proportion of Negro children served 6 years or more was 18 percent, compared with 16 percent for the white children.

The proportions served 12 years or more were 5 percent, except for the Negro children served by public agencies (4 percent).

These figures on length of time in care show shorter duration for all children than for the children in foster care discussed in an earlier section.

The figures on length of time since *last* opening of the case shown in table 80 do not present a very different picture, since the proportions of cases that are closed and then reopened are small and the time elapsing between closing and reopening is relatively short.

Public assistance status

One of the questions asked in this study was whether the child was living in a family receiving public assistance or had been placed

from a family receiving public assistance.

The replies of the public agencies indicate that about 98,000 children, or 27 percent of the number for whom this information was given,[34] had been identified with families receiving some type of public assistance although the family may not now be receiving public assistance.

The percent distribution for all children served by public and voluntary agencies was as follows:

	Public agencies	*Voluntary agencies*
No public assistance	73	86
Some type of public assistance	27	14
ADC	18	7
General relief	7	6
All other types of public assistance	2	1

Figures for the several States are shown in appendix table 49. The total number of children served by the public agencies for whom it was reported that the family received ADC was over 65,000.[35] While the percentages for other types of public assistance were small, over 25,000 children were from families receiving general relief, 1,400 from families receiving old age assistance and 2,000 from families receiving aid to the permanently and totally disabled.

When a similar study of children receiving public child welfare services was made in 45 States in 1959, only 19 percent were reported from families receiving public assistance, and for families receiving ADC the figure was 14 percent. The proportion of children served whose families now receive or formerly received ADC has therefore increased from about 14 percent in 1959 to 18 percent in 1961. For the 41 States reporting in both years, the number of children whose families were receiving ADC increased from 27,546 to 43,495, a 58 percent increase. (Appendix table 51.) Moreover, increases in child welfare services for families receiving ADC were reported in all of these 41 States except the District of Columbia and Kentucky.

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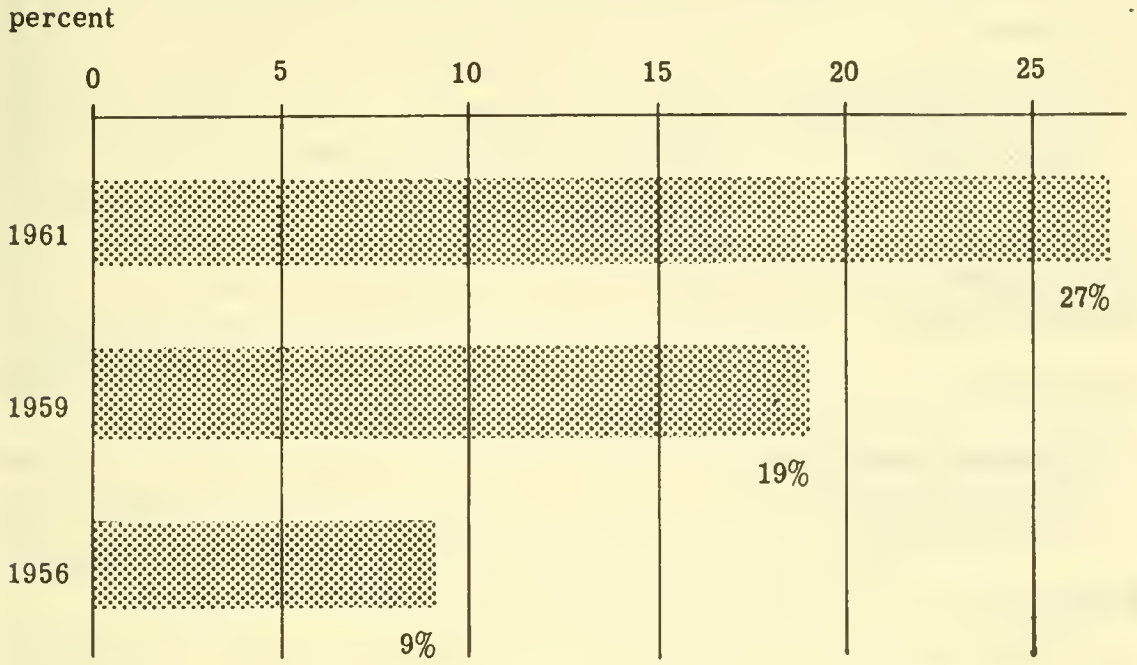
[34] According to the general practice in this publication, this percentage is related to known cases, although the number not reported is relatively large. If related to all cases the proportion receiving public assistance is 26 percent with 5 percent not reported.

[35] The title Aid to Dependent Children was amended to Aid to Families of Dependent Children in 1962.

Chart 8. PROPORTION OF CHILDREN SERVED BY PUBLIC AGENCIES WHO WERE FROM FAMILIES RECEIVING PUBLIC ASSISTANCE



There was wide variation among the States in percentages of children reported to be receiving child welfare services who were from families receiving public assistance, from 2 percent in the District of Columbia [36] to 58 percent in Idaho and California. (Appendix table 49.) The median percentage was between 27 and 28 percent. States close to the median were New York, Colorado, Illinois, Wisconsin, West Virginia, North Carolina, Ohio, Vermont, Oklahoma, and Wyoming. States with the highest percentages were California, Idaho, Montana, Michigan, and Washington. Those with the lowest percentages were the District of Columbia, Massachusetts, the Virgin Islands, and Virginia.

Forty-nine percent of the 65,000 children from families receiving ADC, or nearly 32,000, had already been removed from their parents. Most of these (35 percent) were in foster care, 26 percent in foster family homes, 9 percent in institutions. Eleven percent were living with relatives and 1 percent were in adoptive homes. (Table 81.)

The remaining 51 percent were living with their parents.

[36] The District of Columbia, however, had a large proportion of not reported cases. The actual percentage may be larger.

Table 81. Whereabouts of children from families receiving ADC

Whereabouts	Percent distribution
With parent	51
With both parents	10
With mother	39
With father	2
In independent living arrangement	1
With relative	11
In adoptive home	1
In foster care	35
In foster family home	26
In group home	(*)
In institution	9
Elsewhere	1

*Less than 1 percent.

About 10 percent were living with both parents, 39 percent with the mother only and 2 percent with the father only. The proportion living with one or with both parents, 51 percent, was considerably larger than that for the group as a whole, 37 percent. (Table 55.)

Figures for each State on the whereabouts of the children from families receiving ADC are given in appendix table 50.

For children from families receiving public assistance,[37] the marital status of parents differs considerably from that for all children receiving child welfare services. (Table 82.) Only 15 percent had parents married and living together, compared with 27 percent for the entire group. (Table 75.)

Forty-seven percent had divorced, separated or deserted parents, compared with 35 percent for the entire group.

On the other hand, the proportion whose parents had died was the same, 14 percent, and the proportion with parents not married to each other was also the same, 24 percent.

The outstanding problem reported for these children from families receiving public assistance (table 83) was neglect, abuse or

[37] Including all types of public assistance.

exploitation. For 40 percent, this was reported to be the principal problem. This probably explains the high proportion who were no longer in their own homes and had been placed in foster care. If second and third problems were to be tabulated for this group the proportion of those neglected, abused or exploited would be even higher, as in many cases neglect was reported as an additional problem. Twenty-eight percent of these children from families receiving public assistance who were reported as neglected, abused or exploited had separated or deserted parents, and more than one-fifth were the children of parents who were not married to each other.

While 24 percent of the children from such families had parents who were not married to each other, this was reported as a principal problem for only 5 percent of the children. About 2 percent were themselves unmarried mothers.

For about one-third of the children identified with families receiving public assistance, the principal child welfare service given was "casework service related to problems of the child's adjustment to himself, his family, and his community." (Table 84.)

For about one-fifth the principal service was "service related to neglect, abuse or exploitation of the child," that is, "protective service."

For about 27 percent the principal service reported was foster care service.

Compared with the distribution of child welfare services to the entire group of children, smaller proportions of those identified with families receiving public assistance, as might be expected, received adoption service and foster care service, while larger propor-

Table 82. Marital status of parents of children from families receiving public assistance

Marital status of parents	Percent distribution
Total	100
Married and living together	15
Divorced	24
Separated or deserted	23
Father dead	8
Mother dead	5
Both parents dead	1
Parents not married to each other	24

Table 83. Principal problem of children from families receiving public assistance

Principal problem	Percent distribution
Total	100
External to the child:	
Neglect, abuse or exploitation of child	40
Parents not married to each other	5
Child in need of guardianship	5
Illness of parent	10
Inadequate housing	(*)
Child of agricultural migrant	.....
Interpersonal relationships:	
Conflict in parent-child relationship	7
Problem of adjustment of the child on return from foster care	1
Physical handicap of child causing problem of child's adjustment or problems in family	2
Child's behavior or condition:	
Emotional or behavior problem of child	9
Child in conflict with law	3
Mental retardation of child	3
Problems complicated or ill-defined:	
Pregnant girl or unmarried mother	2
Illness of child	1
Employment of mother	(*)
Unemployment of father	1
Financial need of family	7
Other	4

*Less than 1 percent.

tions received casework services related to problems of the child's adjustment and service related to neglect, abuse or exploitation, that is, protective service.

Railroad Retirement, Veterans and OASDI benefits

Among the children served by public agencies, about 20,000 were receiving OASDI benefits, over 6,000 were receiving Veterans benefits, and about 700 were receiving Railroad Retirement benefits. Some of these children were sole survivors, others were living with a surviving parent and some were living with both parents, one of whom

was presumably permanently disabled. Figures for each State are shown in appendix table 43.

While the proportions of children served in this way are small—5 percent receiving OASDI, 2 percent Veterans benefits, and less than 1 percent Railroad Retirement benefits—the numbers are growing. In the 41 States for which OASDI figures are available for both 1959 and 1961, the number of children receiving public child welfare services who also receive OASDI benefits increased from 9,694 to 13,627, an increase of 41 percent.

About one-quarter of the children receiving each type of these survivor benefits were living with their mothers, only 2 percent or less were with their fathers. The proportions with both parents, however, varied from 5 percent for OASDI to 13 percent for Veterans benefits, while the proportion living with relatives varied in the opposite direction. (Table 85.)

Two percent of each group were in adoptive homes and roughly one-half of each group were in foster care, 32 to 35 percent in foster family homes, and 13 to 16 percent in institutions.

Table 84. Principal service given to children from families receiving public assistance

Principal service	Percent distribution
Total	100
Adoption service	3
Foster care service	27
Other casework service:	
Related to problems of child's adjustment	33
Protective service related to neglect, abuse or exploitation	20
For youth in conflict with law	1
For unmarried mother	2
Other services	9
Purchase, payment, or legal custody only	5

AGENCY RELATIONSHIPS TO THE CHILD

THIS STUDY, like the 1959 inquiry, was a study of children, conducted through a questionnaire to be answered from the child's case record. It did not attempt to cover agency practices as such. However, some of the data collected throw some light on agency organization and practices.

Location of case record

One question that has been of interest is the extent to which public child welfare services are State administered or locally administered. A recent study [38] showed that in 20 States child welfare services were locally administered with some exceptions, in 3 States there was mixed State and local administration, and in 30 States there was State administration with a few exceptions. This would seem to throw the balance toward State administration. The size of the program in the several States, however, completely alters this balance.

One question that was asked in this study was the source of the original report on the location of the case record on which the information was based. In reply the public agencies reported that the source of information from which the facts for this study were derived was a local case record for 81 percent of the children and a State case record for only 19 percent of the children. Figures by States are shown in appendix table 44.

Source of referral

The sources from which the child comes to the attention of the agency have been discussed earlier in connection with certain problems. In general, however, the principal sources of referral to public agencies are courts or probation officers and other agencies (48 percent), while the voluntary agencies receive 43 percent of their children

[38] *Organization for Child Welfare Services,* Children's Bureau, 1962, p. 3.

Table 85. Whereabouts of children receiving child welfare services from public child welfare agencies who were receiving OASDI, Railroad Retirement or Veterans benefits, 1961

Whereabouts	OASDI benefits	Railroad Retirement benefits	Veterans benefits
Total number	19,749	695	6,177
	percent distribution		
With parent	32	36	39
With both parents	5	11	13
With mother	25	25	24
With father	2	(*)	2
In independent living arrangement	1	1	1
With relative	14	13	10
In adoptive home	2	2	2
In foster care	50	48	47
In foster family home	35	32	34
Foster family boarding home	34	32	33
Free foster family home	1	.....	1
Wage or work home	(*)	.....	(*)
In group home	(*)	.....	(*)
In institution	15	16	13
Public	6	11	4
Voluntary	9	5	9
Elsewhere	2	1	1

*Less than 1 percent.

by referral from another social agency. (Appendix tables 9 and 10.)

The voluntary agencies received more cases of children directly from parents (26 percent) than the public agencies (18 percent).

Courts or probation officers referred about 28 percent of the

children served by public agencies and only 10 percent of those served by voluntary agencies.

Both public and voluntary agencies received large proportions of all referrals for neglect, abuse or exploitation from courts, probation officers or police (public agencies, 39 percent, voluntary agencies, 30 percent) but the voluntary agencies received even larger proportions of these neglect cases from other agencies (38 percent).

Parents and relatives referred 17 percent of all neglect cases in public agencies and 18 percent in voluntary agencies.

Relatively few children were referred by unrelated persons, such as neighbors (public agency 10 percent, voluntary agency 13 percent), but of those referred by unrelated persons, 45 percent in the public agencies and 12 percent in the voluntary agencies were neglect cases. (Appendix tables 7 and 8.)

Children whose parents were not married to each other were referred principally by the parents themselves or by other agencies. (Appendix tables 9 and 10.)

Legal custody

For 42 percent of the children served by public agencies and 35 percent of those served by voluntary agencies, a court had given legal custody of the child to the reporting agency before this study was undertaken. (Table 87.)

About three-quarters of the children served by public agencies who were in the legal custody of the agency and nearly one-half of those served by voluntary agencies were in foster care. (Table 86.) Fifty-nine percent in the public agencies and 36 percent in the voluntary agencies were in foster family homes; 13 percent and 10 percent, respectively, were in institutions.

A significant proportion of the children in legal custody, however, were living with parents, 12 percent in the public agencies and 2 percent in the voluntary agencies.

The highest percentages of children in the legal custody of public agencies were those whose parents had died. Of all the children in the study who had lost one or both parents by death, 48 percent of those served by public agencies and 25 percent of those served by voluntary agencies were in the legal custody of the reporting agency. In the voluntary agencies, however, 60 percent of those whose parents were not married to each other were in legal custody. (Table 87.)

Among children whose parents were married and living together, 27 percent in the public agencies and 11 percent in the voluntary agencies were in legal custody.

Figures for children served by public agencies in each State are

shown in appendix table 46. Percentages in legal custody of public agencies ranged from none in Iowa to 96 percent in Connecticut.

Purchase of care and other supplementary services

The reporting agencies were asked to classify the service given to the child in accordance with definitions previously established and used in the annual reports to the Children's Bureau for a number of years. The result of this classification was as follows:

	Percent distribution	
	Public agencies [39]	*Voluntary agencies*
Primary casework service	86	97
Purchase of service or care	9	1
Other supplementary service, no payment	2	2
Payment only for board and care, no service	2	(*)
Legal custody only, no service	1	(*)

*Less than 1 percent.

Figures for each State are given in appendix table 48.

Primary casework service, which constituted the service to 86 percent of the children served by public agencies and 97 percent of those served by voluntary agencies, is reported when no other reporting agency gives primary service to the child. Although "primary" suggests primary responsibility for the child, the degree of responsibility exercised may actually vary greatly from agency to agency.

By definition for this study, purchase of care was reported only if the reporting agency purchased service or care from another agency or institution on the basis of preliminary planning for a particular child, including selection of the agency, more or less formal agreement or contract specifying the kind of service and planned follow-up or reporting of progress.

Supplementary service is reported for a small proportion of the children served by public agencies. These are children who are receiving primary casework service from other agencies, usually voluntary agencies. Such service is usually incidental and does not involve payment for care.

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[39] This distribution is practically identical with that reported by the States in their annual reports for 1961; it differs only in the purchase of care, 8 percent in the annual report, and payment only for board and care, 3 percent.

In some areas, also, the public agency may pay for the child's board and care but exercise no other responsibility. This is a decreasing type of service, but 2 percent of the children served by public agencies received only this kind of service from the reporting agency.

A few public agencies also have children in their legal custody for whom they provide no service. Sometimes these children are served by another agency.

For all of the children reported as receiving supplementary service, purchase of care, or payment only for board and care, another child welfare agency would be expected to give service to the child. To what extent the figures for children served by voluntary agencies in this study therefore represent duplications of children served by public agencies, or vice versa, it is difficult to determine. The schedules asked whether another child welfare agency also served the

Table 86. Whereabouts of children who were in the legal custody of the agency giving service

Whereabouts	Percent distribution	
	Public agencies	Voluntary agencies
Total	100	100
With parent	12	2
In independent living arrangement	1	(*)
With relative	6	1
In adoptive family home	7	49
In foster family home	59	36
In group home	(*)	1
In institution	13	10
For dependent and neglected children	8	5
Maternity home for unmarried mothers	(*)	(*)
For emotionally disturbed children	1	4
For delinquent children	3	1
For mentally retarded children	1	(*)
For physically disabled children	(*)	(*)
Other institution	(*)	(*)
Elsewhere	2	1

*Less than 1 percent.

Table 87. Marital status of parents of children who were in the legal custody of the agency providing child welfare services

Marital status	Percent in legal custody of reporting agency	
	Public agencies	Voluntary agencies
Total	42	35
Married and living together	27	11
Divorced:		
Mother remarried	40	24
Father remarried	42	21
Both remarried	43	22
Neither remarried	33	18
Remarriage not reported	47	32
Separated or deserted:		
Separated	50	29
Father deserting	43	33
Mother deserting	51	26
Father dead:		
Mother remarried	52	25
Mother not remarried	42	23
Remarriage not reported	66	(1)
Mother dead:		
Father remarried	46	19
Father not remarried	44	25
Remarriage not reported	59	(1)
Both parents dead	52	31
Parents not married to each other	48	60

[1] Base less than 100.

child and whether the other agency was a public or a voluntary agency. The results of this question are as follows:

	Public agencies	*Voluntary agencies*
No other agency	89	72
Public agency	5	23
Voluntary agency	6	5

While not informative as to the extent of duplication in the two samples, these figures are consistent with the report on classification of

service. That is, although the voluntary agencies reported 97 percent of the children as receiving primary casework service, another agency was serving 28 percent of the children, presumably on a supplementary basis. Similarly, the public agencies reported that 11 percent of the children were receiving service from another child welfare agency. These may be the children for whom service or care was purchased or who received only supplementary service from the public agency. Most of those for whom only payments were made or only legal custody was exercised received no other service or service only from institutions or agencies not in the reporting system, such as institutions for mentally retarded children, and therefore do not represent duplications.

Of all the children for whom service or care was purchased by public agencies 85 percent were in two States, New York and Pennsylvania. New York had 61 percent, Pennsylvania 24 percent of the total. The next State was Minnesota with less than 3 percent of the total. Some children for whom service or care was purchased were reported, however, by 41 States. In New York those for whom service or care was purchased constituted 52 percent of the caseload and in Pennsylvania, 33 percent. While Minnesota's share in the total was next to that of Pennsylvania's it represented only 4 percent of the State caseload. Several other States exceeded Minnesota in the importance of purchase of service or care in their own caseloads, Maryland, 8 percent, North Dakota, 8 percent, Wyoming, 8 percent, Colorado, 7 percent. Among the 41 States reporting some purchase of service or care, 11 States reported less than 1 percent of the caseload affected.

In 85 percent of all the instances in which the public agencies were purchasing service or care from voluntary child welfare agencies, the service purchased was foster care service, nearly all of it casework service to children already in foster care, although voluntary agencies were planning placement or giving after-care service to a small number of children for whom the public agencies were purchasing services.

In 5 percent of the instances in which the public agencies were purchasing service or care from voluntary agencies, they were purchasing adoption service and for 6 percent they were purchasing casework service related to problems of the child's adjustment.

When only a payment for board and care was made by the public agency to a voluntary agency, in 56 percent of the cases the voluntary agency was giving foster care service, in 28 percent casework service related to problems of the child's adjustment, in 9 percent adoption service and in 6 percent protective service related to neglect, abuse or exploitation.

When the child served by a public agency was also served by another public agency, the service given by the second agency might be almost any of the kinds of service provided by public agencies, with no concentration on any particular service. In many instances it was a sharing of the same kind of casework service.

When the reporting public agency was giving casework service to a child in a foster family home and another agency was also serving the child, this agency was paying for board and care for 40 percent of the children, purchasing service for 9 percent and exercising legal custody only, for 13 percent.

When the reporting public agency exercised legal custody only and another public agency gave service, the services were divided among foster care service (42 percent), casework related to problems of the child's adjustment (25 percent), adoption service (18 percent) and protective service (8 percent).

Last contact by the agency with the case

The recency of the agency's last contact with the case has been considered an indication of the excellence of child welfare services. The agencies were asked to report the month and year of last contact with the case by letter, telephone or visit, with either the child, his parents, his guardian, his foster parents, responsible relatives or responsible institutional or casework personnel. They were also asked the relationship of the person with whom they made contact and the method of contact.

The method of contact was about the same for the public agencies and the voluntary agencies. For more than three-quarters of the cases (78 percent in the public agencies and 77 percent in the voluntary agencies) the last contact was made by visit. The telephone was used in 12 percent of the cases by the public agencies and in 16 percent of the cases by the voluntary agencies, and a letter in 10 and 7 percent, respectively. (Table 88.)

The person with whom contact was made depended greatly upon the whereabouts of the child. For children living with their parents the public agencies made contact with the parent in 81 percent of the cases and the voluntary agencies in 79 percent. (Table 89.) For children in adoptive or foster family homes most of the contacts were made with adoptive or foster parents. On the other hand, if the child was in an institution the contact was made with a variety of persons, more frequently with the parent and with the child than with institutional personnel.

Since the agencies conducted the study at different times during the period from February 1961 through January 1962, a direct

Table 88. Whereabouts of child, percent distribution by method of last contact

Whereabouts of child	Percent distribution							
	Public agencies, contact by—				Voluntary agencies, contact by—			
	No contact	Letter	Telephone	Visit	No contact	Letter	Telephone	Visit
Total	(*)	10	12	78	(*)	7	16	77
With parent	(*)	7	11	82	(*)	7	21	72
In independent living arrangement	.....	10	15	75	.....	10	18	72
With relative	(*)	11	15	74	.....	12	24	64
In adoptive family home	(*)	14	11	75	.....	10	15	75
In foster family home	(*)	8	13	79	(*)	3	15	82
In institutions of various types	1	24	13	62	2	8	11	79
Public institution for dependent or neglected children	1	11	12	76	.....	6	16	78
Voluntary institution for dependent or neglected children	.....	21	14	65	.....	10	11	79
Public institution for delinquent children	1	28	14	57	4	22	18	56

*Less than 1 percent.

Table 89. Whereabouts of child, percent distribution by person with whom last contact was made

Whereabouts	Percent distribution								
	Total	No contact	Child	Parent	Guardian	Foster or adoptive parent	Relative	Institutional or casework personnel	Others
Public agencies									
Total	100	(*)	17	45	1	23	7	6	1
With parent	100	(*)	12	81	(*)	1	3	2	1
In independent living arrangement	100	.....	57	21	4	8	3	6	1
With relative	100	(*)	15	21	1	3	57	2	1
In adoptive family home	100	(*)	12	16	1	65	1	4	1
In foster family home	100	(*)	22	17	(*)	54	2	5	(*)
In institution	100	1	25	38	(*)	1	5	29	1
Voluntary agencies									
Total	100	(*)	20	40	1	34	2	3	(*)
With parent	100	(*)	18	79	(*)	1	1	1	(*)
In independent living arrangement	100	.....	85	11	.....	1	2	1	(*)
With relative	100	.....	25	37	3	2	30	2	1
In adoptive family home	100	.....	18	9	2	69	(*)	2	(*)
In foster family home	100	(*)	12	30	1	56	(*)	1	.....
In institution	100	1	33	47	2	1	3	13	(*)

*Less than 1 percent.

Table 90. Month and year of last contact with child welfare case

Month and year of last contact	Percent distribution	
	Public agencies	Voluntary agencies
Total	100	100
1962:		
January	(1)	(*)
1961:		
December	(1)	(*)
November	(1)	1
October	(1)	3
September	(1)	14
August	(1)	6
July	(1)	5
June	8	25
May	13	29
April	15	9
March	34	4
February	9	1
January	5	1
1960:		
December	3	1
November	2	(*)
October	2	(*)
September	1	(*)
August	1	(*)
July	1	(*)
April–June	3	1
January–March	(*)	(*)
No contact in 1960, 1961, or 1962	3	(*)

*Less than 1 percent.
[1] Public welfare agencies in all but two States completed their schedules before July 1961.

comparison with the results of the 1959 study as to length of time since last contact is difficult. In the 1959 study, which was completed in the first quarter of the year, the public agencies reported contact within the past month for 57 percent of the children, within the past 3 months for 75 percent, and during the calendar year of the study or the preceding calendar year, that is, within 15 months, for 95 percent.

In 1961 all but two of the public agencies completed the study in the first half of the year. They reported contact with 48 percent

Table 91. Person with whom last contact was made, percent distribution by whereabouts of child

Whereabouts	Percent distribution								
	Total	No contact	Child	Parent	Guardian	Foster or adoptive parents	Relative	Institutional or casework personnel	Other
Public agencies									
Total	100	100	100	100	100	100	100	100	100
With parent	38	21	26	71	25	1	20	12	39
In independent living arrangement	1	.....	4	1	8	1	(*)	1	3
With relative	8	5	6	4	17	1	63	3	11
In adoptive family home	7	4	4	2	17	19	1	5	13
In foster family home	34	41	42	13	21	78	8	28	12
In group home	(*)	3	1	(*)	1	(*)	.....	1	1
In institution	10	26	14	8	6	(*)	7	48	17
Elsewhere	2	.....	3	1	5	(*)	1	2	4
Voluutary agencies									
Total	100	100	100	100	100	100	100	100	100
With parent	25	15	21	50	4	(*)	19	11	28
In independent living arrangement	3	.....	11	1	.....	(*)	3	1	6
With relative	2	.....	3	2	7	(*)	41	2	6
In adoptive family home	23	.....	21	5	47	48	1	11	35
In foster family home	30	15	18	23	12	50	7	7	.....
In group home	1	3	1	(*)	(*)	1	.....	3	3
In institution	14	67	23	17	29	1	25	59	16
Elsewhere	2	.....	2	2	1	(*)	4	6	6

*Less than 1 percent.

of the cases in the first quarter and 36 percent of the cases in the second quarter of the year, that is 84 percent during the calendar year of the study, and 97 percent within 15 months, compared with 95 percent in the 1959 study. (Table 90.)

For 3 percent of the cases there had been no contact within the past 15 months, compared with 5 percent in the 1959 study.

The voluntary agencies generally conducted the study later in the year 1961 than the public agencies, and a few agencies even scheduled their work in 1962. They reported contact with 69 percent of the cases during the first half of 1961 and with 29 percent during the second half, a total of 98 percent during the calendar year of the study. For 1 percent the contact had been made in the second half of 1960 and for another 1 percent in the first half of 1960. Less than one-half of 1 percent of the cases served by voluntary agencies had had no contact during the year of the study or during the preceding year.

Most of the children with whom no contact had been made either in the year of the study or in the preceding calendar year were in foster care. (Table 91.) In the public agencies 41 percent were in foster family homes and 26 percent in institutions. In the voluntary agencies 15 percent were in foster family homes and 67 percent in institutions. Both public and voluntary agencies, however, reported no contact with the cases of some children who lived with their parents, 21 percent in the public agencies and 15 percent in the voluntary agencies.

These figures are in contrast with the 1959 study in which 58 percent of the children with whom the public agencies had had no contact in the past 15 months lived with their parents and another 13 percent lived with relatives.

For the public agencies, therefore, the data on contact with the cases of children represent improvement over the figures reported in 1959 and for the voluntary agencies the record is a little better than that of the public agencies.

METHODOLOGY

THIS is the first national study of child welfare services in the United States that has been undertaken on a sampling basis and that has included children served by voluntary agencies as well as public welfare agencies. In the report of a study of the characteristics of children receiving child welfare services from public child welfare agencies in 45 States in 1959 we said:[40] "Although 220,812 is a large number of children to include in any study, only tentative conclusions can be drawn for the country as a whole until comparable sample studies are made in the larger States such as California, New York, Pennsylvania, and New Jersey." The implication that sampling would solve all the statistical problems was, of course, open to question. Nevertheless, the present study was undertaken in 1961, partly in order to test the conclusions drawn in 1959 from a study that covered only 45 States. It was also designed to explore some of the questions that the 1959 study had not attempted, particularly problems and services, and to include children served by voluntary agencies.

Statistical sampling for the public child welfare field had been avoided in past studies of the characteristics of the children served because of the belief that the high degree of variability in the data would preclude designing a sample. Of course, the statistical report that is made to the Children's Bureau each year by each State on one selected day of the year is actually a sample, based on the theory that one day's count is typical of any day in the year. For that report the States are advised to use March 31 as the reporting day, since it is believed that fluctuations from an average situation are less significant on that date than they would be, for example, on December 31 or on June 30, when the children may have returned to their own homes for holidays or may be in special summer placements. A few States report for other dates each year and their reports are tabulated together with those for March 31.

This study, however, is the first in which the States were invited by the Children's Bureau to sample their child welfare caseloads rather than to report on a 100 percent basis, and the first in which

[40] *Children Who Receive Services From Public Child Welfare Agencies,* Children's Bureau Publication No. 387–1960, p. 36.

voluntary child welfare agencies also participated on a sampling basis.

Sampling from public and voluntary child welfare caseloads has one advantage over samples drawn in many other research studies: the size of the universe is known with a high degree of accuracy. Most public and voluntary agencies keep a frequent check, usually monthly, on the size of their caseloads for various administrative and reporting reasons. Thus, it has not been necessary to estimate the magnitude of the universe either for any State or for voluntary agencies that reported.[41] The figures included in the total child count in appendix table 30 are either from the records of departments of public welfare and voluntary agencies, or, if inflated from the sample, have been checked by the States against known totals and explanations have been furnished.

This assumes, of course, that the universe is measured by the total count of children on one day of the year. Actually a larger and different universe might be counted by including all children who pass through the hands of an agency during an entire year. For short term cases and for certain special cases, that of unmarried mothers, for example, such a universe might be more satisfactory. In earlier years the Children's Bureau attempted to collect data on this subject but there was great variability in the ratio of the one-day count to the total count from State to State, not all States participated, and the effort was abandoned. Practically, and for the great majority of cases, the one-day count is believed to be adequate for statistical purposes.

For both public and voluntary agencies the universe included in this study consists of the children carried on the rolls of the agency in intake or as open cases. The services received by the child may be intake, direct casework, purchase of service or care, payment only, for board and care, or legal custody only. The universe here does not include institutional care, as such, although some of the children are living in institutions, and are included because they receive casework from public or voluntary agencies. But organizations that serve children only in their own institutions were omitted from the sample for public child welfare services.[42]

The State samples for public child welfare services

A study based on data representative of each State that administers child welfare services is necessarily a stratified sample

[41] It must be admitted, however, that some States are able to produce different magnitudes for different purposes, perhaps based on different philosophies of classification. Such differences as they affect this study have been discussed with the States and are explained below on p. 168.

[42] For this reason this report is less comprehensive than *Services in Public and Voluntary Child*

consisting of 53 States, since no two States are exactly alike.

In this study 52 States participated, with only Alaska not reporting. Alaska's count of children receiving services in 1961 was 747 or about two-tenths of 1 percent of the reported national total.[43] Thus, for practical purposes, the sample represents the total administration of public child welfare services in the United States in 1961.

The States were asked to sample their child welfare caseloads [44] on one day between February 28 and June 30, 1961. They were urged, but not required, to select March 31 as the sampling date.

An individual child's schedule, Form CB-253-S, with instructions was prepared by the Children's Bureau and sufficient supplies were offered to the States for their use in collecting and submitting data to the Bureau. (See Appendix A for copy of schedule.)

States with less than 500 children receiving service were asked to submit data for each child. States with 500 or more children receiving service were asked to make a study of all children or of a random sample of 10 to 25 percent of the children. No guidance was furnished as to the appropriate percentage for each State to include in the sample.

The States were permitted either to send the original schedules to Washington, where they were to be coded, punched and tabulated, or to send punch cards ready for machine tabulation. Twenty-one States elected to send the original schedules, totaling 15,074, and 31 States sent punch cards, totaling 43,128. (Appendix table 30.) Individual reports for 58,202 children were thus received by the Children's Bureau.

Since no guidance had been given as to the appropriate sampling percentage, some States submitted larger numbers than were considered to be necessary. With only three exceptions, however, all the State data have been tabulated and are included in this report. For Illinois a 25 percent sample and for Texas a one-third sample was tabulated. These States had submitted 100 percent samples. For Iowa, which had submitted an 85 percent sample, only one-third of the number, or a 28.32 percent sample of the caseload, were tabulated.

The total number of cards therefore tabulated for State data was 49,838, a 13.22 percent sample of the total count of 377,117 children served by State and local public welfare agencies (excluding Alaska) on one day early in 1961. The sample data were inflated by

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Welfare Programs, Children's Bureau Publication No. 396–1962. See below for definition of voluntary agency sample.

[43] Child Welfare Statistics, Children's Bureau Statistical Series, No. 66, p. 36.

[44] A case is a child under Children's Bureau definitions.

the appropriate inflation factor for each State in all State tables presented in this publication.

The national sample for public child welfare services

The tabulation of 49,838 cards was considered to be too expensive for the correlations that were desired in this study. Moreover, it seemed unlikely that so large a national sample was needed.

Since the States vary greatly in size of caseload, from 298 in Idaho to 40,740 in New York, a national sample in which each State was represented in equal proportion would have been dominated by the five largest States, New York (40,740), Ohio (28,248), Pennsylvania (24,437), Minnesota (21,285), and North Carolina (20,445). A sample of equal proportions would have been necessarily a 3.65 percent sample,[45] since this was the largest uniform sample that could be drawn from all States. Numbers would have ranged from 11 cases for Idaho to 1,487 for New York. The total sample of 13,765 would have included 4,933 or 36 percent from the five largest States.

In order to permit greater representation from the smaller States, therefore, a national sample was drawn in which the numbers in the sample from each State descend in inverse relationship to the proportion that they represent of the State caseload, beginning theoretically with 815 cases or 2 percent for New York and ending with 57 cases or 19 percent for Idaho. These percentages were rounded for 18 groups of States or strata, so that the sampling percentage used was proportional to the average size of the caseload for all States in the stratum. Sub-sampling percentages were computed and the national sample was drawn by machine from the State samples. (Appendix table 32.)

Comparison of the two samples for public child welfare services

It was expected from this method of drawing a sample that the national sample for public child welfare services would be approximately the same as the sum of the State samples in the distribution of personal characteristics in children, such as age, sex and marital status of parents, but that it would diverge from the sum of the State samples in program characteristics such as relative proportions of children served in the homes of parents or in foster care.

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[45] New York submitted the smallest sample, 3.65 percent.

This was in fact the rationale for drawing such a national sample. Since the States vary widely in certain program characteristics it is questionable what "national average" is significant. Is it an average heavily weighted by 5 States, which may have programs atypical of the 53 States, or an average in which State programs of various size and different degrees of variability are permitted to influence the result? In 1959 we said of the percentage of children served in their own homes by public welfare agencies:[46] "although the arithmetic mean for the reporting States differed widely from the national average (53 compared with 39), the median of the reporting group did not differ greatly for the median for all States (48 compared with 44). While the 8 nonreporting States represented a large volume in terms of numbers of children served, 39 percent of the total, they are less representative of State programs considered as separate entities than the 45 reporting States."

The national sample for public child welfare services as drawn for this study therefore attempts to present a general picture which is influenced by the small States to a greater degree than would have been possible with a sample of equal proportions.

It was expected that the two samples would not vary greatly in the distribution of children according to age. That this expectation was fulfilled is shown in table 92, which compares the two sample distributions for single years of birth. At only two single years is the deviation as much as three-tenths of 1 percent and the sum of the deviations with due regard to sign is only plus 0.1 percent. The proportion in which year of birth was "not reported" was also the same for the two samples, that is, four-tenths of 1 percent.

In the distribution by marital status of parents, shown in table 93, the sum of the deviations between the two samples is zero and only two of the separate classes show significant differences. The proportion married and living together in the national sample exceeds that in the sum of State samples by six-tenths of 1 percent and the percentage of parents not married to each other in the national sample is exceeded in the State samples by 1.3 percent.

While marital status was chosen as a test of the two samples because it represented a personal characteristic of children it may also be influenced by program characteristics. Some States habitually give little service to children in their own homes while others give a great deal. This may account for the difference in proportions of parents married and living together. The percentage with marital status "not reported" in the State samples was 2.3 percent and in the national sample 2.5 percent.

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[46] *Op. cit.*, p. 30.

In the distribution by whereabouts of child, shown in table 94, the sum of the individual deviations was also zero. But as expected, the proportion of children served in the homes of parents was higher in the national sample than in the sum of the State samples and the proportion in foster care was lower. The percentage not reported was six-tenths of 1 percent in the State samples and three-tenths of 1 percent in the national sample.

While the national sample thus appears to be as reliable in distribution of certain personal characteristics of children and more representative of certain variations in program characteristics than the sum of State samples, it is definitely not representative in distribution of racial characteristics. All figures on proportions of Negro children in the total caseload are therefore drawn from the inflated State samples.

Table 92. Comparison of national sample and sum of State samples for public child welfare services in distribution by year of birth

Year of birth	Percent distribution [1]		Deviation of national sample from State samples
	Sum of State samples	National sample	
1961	1.7	1.6	−0.1
1960	5.4	5.5	+.1
1959	4.7	4.8	+.1
1958	4.7	4.7	.....
1957	4.7	4.7	.....
1956	4.7	5.0	+.3
1955	4.9	5.0	+.1
1954	5.3	5.3	.....
1953	4.7	4.7	.....
1952	5.3	5.4	+.1
1951	5.2	5.2	.....
1950	5.4	5.2	−.2
1949	5.3	5.2	−.1
1948	5.8	5.7	−.1
1947	6.4	6.2	−.2
1946	6.1	6.0	−.1
1945	6.3	6.2	−.1
1944	5.3	5.4	+.1
1943	4.0	4.2	+.2
1942	1.9	2.1	+.2
1941	1.1	1.0	−.1
1940 and earlier	.9	.8	−.1

[1] All percentages rounded independently; totals may not be the sum of individual items.

The national sample also has not been used to estimate magnitudes. These are computed from the sum of inflated State samples. The use of the national sample has been confined to correlations and percentage distributions of various characteristics.

Sampling errors and reporting errors in State samples

It is possible that in this study the reporting errors exceed the sampling errors. Although the States had not been asked previously to sample their caseloads for a national study of child welfare services they had had considerable experience in sampling for studies of the public assistance caseload. All indications point to care and accuracy in their sampling procedures.

The general instructions requested a random sample with each

Table 93. Comparison of national sample and sum of State samples for public child welfare services in distribution, by marital status of parents

Marital status of parents	Percent distribution		Deviation of national sample from State samples
	Sum of State samples	National sample	
Married and living together	27.2	27.8	+0.6
Divorced:			
Mother remarried	5.7	6.4	+.7
Father remarried	2.3	2.2	−.1
Both remarried	2.7	2.9	+.2
Neither remarried	3.2	3.3	+.1
Remarriage not reported	2.0	2.2	+.2
Separated or deserted (both parents living):			
Separated	13.3	13.0	−.3
Father deserting	3.6	3.6	.....
Mother deserting	2.2	2.0	−.2
Father dead:			
Mother remarried	2.1	2.2	+.1
Mother not remarried	3.8	3.7	−.1
Mother's remarriage not reported	.5	.6	+.1
Mother dead:			
Father remarried	1.6	1.6	.....
Father not remarried	3.0	2.9	−.1
Father's remarriage not reported	1.1	1.2	+.1
Both parents dead	1.5	1.5	.....
Parents not married to each other	24.1	22.8	−1.3

Table 94. Comparison of national sample and sum of State samples for public child welfare services in distribution by whereabouts of child

Whereabouts of child	Percent distribution		Deviation of national sample from State samples
	Sum of State samples	National sample	
With parent	36.7	38.4	+1.7
With both parents	16.8	17.3	+.5
With mother	16.9	18.0	+1.1
With father	3.0	3.1	+.1
In independent living arrangement	1.1	1.1	.....
With relative	7.1	7.8	+.7
In adoptive home	6.4	6.9	+.5
In foster care	47.2	44.2	−3.0
In foster family home	35.3	34.0	−1.3
Foster family boarding home	33.7	32.4	−1.3
Free foster family home	1.3	1.3	.....
Wage or work home	.3	.3	.....
In group home	.2	.3	+.1
In institution	11.7	9.9	−1.8
Public	4.6	4.9	+.3
Voluntary	7.1	5.0	−2.1
Elsewhere	1.4	1.5	+.1

county allowed an equal chance of being represented. Most of the States used systematic sampling, that is, selection of every *n*th child from a prepared alphabetical or numerical list, after random selection of the starting point.

For States in which child welfare services are State administered the preparation of such a list was relatively easy. Among the reporting States 25 have complete State administration and 4 others have only a few exceptions to State services.[47] Thus in more than one-half the States a central record system or a central statistical system

[47] *Organization for Child Welfare Services,* Children's Bureau, 1962.

was available for the list on which systematic sampling could be based. Some of these States had a set of machine punch cards for each child. Others had district offices with alphabetical or numerical files. The central office in such States directed the district office to select the record of every *n*th child after a random start, the random number sometimes being supplied by the central office. Others selected all children whose case numbers ended in a particular digit, such as 6, or had a particular number in next to the last digit.

The remaining 23 States with mixed State and county administration or with complete county administration had a more difficult problem, but they showed no less ingenuity and care in controlling the sampling. One State department of public welfare requested, a month in advance, a complete alphabetical listing by name of every child receiving child welfare services in each county. The State department of public welfare then selected the sample by random systematic methods and requested the counties to complete reports on particular children who had been named. Most of the States issued detailed instructions to the counties as to the sampling methods to be used. Only one State indicated that their instructions might not have been followed uniformly. This State wrote:

> There may be a few instances in which sampling instructions were not adhered to by a county department. Through misunderstanding of the sampling technique, there may be some tendency by county departments to substitute cases falling outside the sample. This occurs when the sample case lacks complete recording or is a case with no outstanding problem areas. We have no measurement of the extent of this substitution, although we do know that it exists.

There may have been a few other States that were less candid, but in general it appears that bias in sampling was relatively infrequent.

In four instances, contrary to expectations, States employed stratified sampling, one by using different proportions in a caseload stratified by type of service, the others by different proportions in the more densely populated counties. In one instance the stratified sample was reduced in Washington to a proportionate sample. In the other instances this was impossible and the samples have been treated as though uniform for the entire State.

One possible source of bias was the omission of certain blocks of cases, a particular county or counties, or a particular type of service. The omission of geographical areas occurred, however, in only five States and these omissions are not considered to be significant by the States reporting. The omission of court adoption cases in one

State and of out-of-State cases in another are the only instances of particular services being omitted.

On the other hand, there were certain exclusions that had not been intended in the general plan. The plan provided that the States would include both primary and supplementary service by public welfare agencies and that some information on these different kinds of services would be derived from analysis of the data. Several States, however, scheduled only the children receiving primary service. In these States most of the supplementary services were given by a second county department of welfare in the same State, were thus a less significant source of information than had been anticipated, and represented duplicate reporting of particular children. This elimination reduced the available sample for these States to an unduplicated count of children given primary service by public welfare agencies. Since this was the general pattern, duplications in public agency schedules were eliminated as far as possible in Washington from the schedules for States that included more than one schedule for the same child from different counties. For eight States, therefore, data are available only on the primary services of public welfare agencies. For five States all duplications between counties have been eliminated, but other supplementary services are reported where two counties are not involved. One State omitted part of its supplementary caseload (children in State mental hospitals and in State institutions for delinquent children) but reported other supplementary services. For these five States and for most other States, instances of supplementary services provided by public agencies are those in which primary services usually are given by voluntary agencies. Data on purchase of care from voluntary agencies, which was the most significant item in relation to supplementary services, have been supplied by the schedules from the States in which this practice is most prevalent.

Since most of the States had records of the size of the universe from which they sampled it was possible to reconcile any apparent differences. The total numbers shown in this report do not, however, agree completely with the annual data published by the Children's Bureau for children receiving child welfare services from public welfare agencies shown in appendix table 31. The principal reason for the difference of 26,783 in the total is that the figures for California inflated from the sample received are 15,451 less than the figures included in the annual report to the Children's Bureau. California in 1961 was employing a different definition of child welfare services and sampled only on that basis while the total figures included in the annual report for California correspond to the Children's Bureau definition.

The next largest differences result from the omission of certain children receiving supplementary services in Minnesota and from omission of certain counties in Pennsylvania.

Other differences, some of them compensating each other, are the omission of supplementary services, discussed above, and the fact that some States sampled a caseload for a different month, which generally produced a larger figure. The following shows the date of the study for 23 States:

February	Massachusetts
April	Arizona, California, Delaware, Idaho, Louisiana, New Mexico, Ohio, Oklahoma, Oregon
May	Michigan, North Carolina, Utah, Virginia, Wisconsin
June	Connecticut, Hawaii, Indiana, Puerto Rico, Rhode Island, Tennessee, Washington
July	Iowa

In New York about one-half of the study was conducted in March and one-half in May. Pennsylvania completed schedules in May, June, July, and August, with the largest numbers in May. In some States the sample was drawn for an earlier month than the study. The remaining States sampled their March caseloads and conducted the study in that month.

A few States, as indicated above, omitted certain services. Three others sampled services that were appropriate to child welfare services but had not been included in the annual report, intake in two instances and casework for children in a particular institution in another.

Another source of difference between the sample and the annual report is the presence in the universe of cases that have been closed or that should have been closed. In this respect it is believed that the sample used for this report is superior to the annual report.

For all of these reasons it appears that the differences in magnitude between the total of State figures computed by inflating the samples and the total of the figures reported to the Children's Bureau in the State annual reports are not important, with the exception of the California program. The sample indeed may be more correct in certain respects and for certain States. Therefore the total of 377,117 children in the universe on which this sample study is based seems to be a reasonable statement for one day during the first half of the calendar year 1961.

One test of the sample that lends confidence to its representativeness is a comparison of the distribution of children by where-

abouts, which is available from the States' annual reports for 1961, with that from the sum of the State samples, as shown in table 95. While the results of these two samples differ in total magnitude, for reasons explained above, the very close correspondence between the two distributions is reassuring.

While we feel fairly confident from State descriptions of sampling procedures that the methodology avoided bias, it is true that the States permitted certain reporting errors or errors in coding or punching to reach Washington. Also, "not reported" items were found in most tables.

In the 1959 study reporting errors seemed to be relatively insignificant because the States submitted tabulated data with predetermined classifications. Items that did not fit these classifications presumably were corrected or eliminated in some way by the States before the tables were submitted to the Children's Bureau. In the present study, however, the States submitted an individual report for each child, either a schedule or a punch card, before they had made their own tabulations. While it is believed that most of the obvious errors were eliminated from the 15,074 schedules edited and coded in Washington, the 43,128 punch cards received from the States, some of which contained impossible codes, could not be corrected. The only procedure that appeared to be feasible was to correct the tables by adding the obvious errors to the "not reported" items. This is not a satisfactory procedure from a statistical standpoint but seemed to be the only method that could be used in a far flung study involving 52 State offices.

How great, then, is the magnitude of these obvious, detectable errors and the "not reported" items? Appendix table 29 shows that most of the obvious errors were considerably less significant in magnitude than the not reported items. The obvious errors that were discovered in the course of tabulation were either impossible codes or inconsistencies in correlation tables. Thus, it was discovered that a few children too young to be living without adult supervision were reported in independent living arrangements, that there were errors in sex and age for unmarried mothers or for those living in maternity homes, that children were reported to be living with both parents when the marriage was broken by death, divorce or separation, etc.

The largest percentage of obvious error detected for any one item was 4.7 percent for date of last contact with the case. The errors exceeded 1 percent for only 5 items and were less than one-tenth of 1 percent for 17 items. If it can be assumed that the undetected errors were of similar magnitude, the total error is perhaps not greater than is to be expected in a questionnaire study of this kind.

The not reported items loom larger, from less than one-tenth of

Table 95. Comparison of child's whereabouts in State samples for public child welfare services and State annual reports for 1961

Child's whereabouts	Annual report 1961 [1]	State samples for this study
Number	403, 900	377, 117
Percent distribution	100	100
With parent	36	37
With relative	7	7
In independent living arrangement	1	1
In adoptive family home	7	6
In foster family home	36	35
In group home	(*)	(*)
In institution	12	12
Elsewhere	1	2

*Less than 1 percent.
[1] Child Welfare Statistics, Children's Bureau Statistical Series, No. 66, Table 32.

1 percent for source of report to 9.9 percent for future plan for a child in foster care. Some of these items, such as legal custody, are undoubtedly known to the agency but may not have been recorded in the document from which other items were reported. While it is surprising that marital status should not have been known for 2.2 percent of the children, it is gratifying that principal problem and principal service, which had not been previously requested, should have had only nine-tenths of 1 percent not reported. For these two items, however, the schedule carried a classification "other: specify" and the States reported 6 and 4 percent, respectively, in these "catch all" items. Examination of these "other: specify" reports as to principal problem in the schedules submitted to Washington has been discussed in the text in an earlier section on the child's problem. In general, "other: specify" classes are inappropriate for machine tabulation and probably should be avoided in future studies of this kind.

One factor contributing to the number of not reported schedules for certain items was the use for one State of punch cards that had been prepared for another purpose. While these cards contained too many of the requested items to be disregarded they were wholly lacking in some classifications.

Confidence limits

Since most of the distributions of the data on characteristics of children receiving child welfare services are not normal distribu-

tions but are very skewed, the calculation of confidence limits may be of doubtful value. These limits, however, shown in appendix table 33 for each State, indicate that the samples were large enough for most of the States to reduce sampling errors to very small percentages. They are shown here also to indicate the comparative range in confidence limits for the several States. The standard error of the proportion, 50 percent, which is based on the total sample for a State, ranges from 3.3 percent to nine-tenths of 1 percent. That is, the chances are two out of three that the difference between the proportion shown by the sample and the proportion in the entire universe for a particular State would not be more than 3.3 percent in the first instance, that is, would be between 46.7 and 53.3 percent, and in the second instance would be between 49.1 and 50.9 percent.

While most of the States submitted quite adequate samples from the point of view of sampling error, the variability of the data both for individual States and for the national sample results in percentages shown in the tables in this report as small as 1 or 2 percent. No claim can be made for the precision of these figures. The standard error for the proportion 2 percent ranges in the States from three-tenths of 1 percent to nine-tenths of 1 percent. Thus in a normal distribution the chances are two out of three that a figure of 2 percent in State tables would represent a range of possible variation from a minimum of 1.7 percent to 2.3 percent up to a maximum of 1.1 percent to 2.9 percent. Confidence limits for a proportion of 1 percent would be even wider. Since the distributions are not normal even these confidence limits would be exceeded.

For the national figures the standard errors are of course much smaller. Since the sum of State samples produced a total sample of 49,838 and the national sample contained 24,285 schedules, the chances are two out of three that national percentages computed from the entire universe would have differed from the percentages shown in the report by less than the following standard errors:

	1 or 99%	*50%*
Sum of State samples	Less than 0.1	0.2
National sample	0.1	0.3

Proportions shown as 1 percent of the national total therefore have greater significance than in the case of individual States. Because of the character of the distributions, however, and also because of the possibility of reporting errors, these small percentages are chiefly interesting as evidence of a relative lack of some characteristic rather than as a positive quantitative measurement.

For selected portions of the national sample the standard errors increase inversely with the decreasing size of the group studied. For the children who were in foster care, for example, the samples were large enough for the standard errors to be relatively small. For the children in foster care served by public agencies, the standard error of the proportion of 1 percent is one-tenth of 1 percent and for the proportion of 50 percent it is five-tenths of 1 percent. Corresponding standard errors for the children in foster care served by voluntary agencies are four-tenths of 1 percent and seven-tenths of 1 percent.

The voluntary agency sample

While some State departments of public welfare periodically collect data from all voluntary child welfare agencies in their States, others are as yet unable to do so. It seemed unwise, therefore, to ask the States to furnish the data for a sample of children receiving services from voluntary child welfare agencies. Nor was it possible for the Children's Bureau directly to sample all voluntary child welfare agencies. The total number of voluntary child welfare agencies and institutions is estimated to be over 2,000 and not even a complete list of names and addresses was available at the time the study was undertaken. Since the study was undertaken in cooperation with the Child Welfare League of America, therefore, only member agencies of that organization were sampled.

Table 96. Sampling percentages for voluntary agencies

Stratum	Total caseload	Number of agencies	Sampling percentage	Percent of sample	Percent of total caseload
Total	35,181	[1] 127	35	100	100
IX	Under 50	23	93	5	2
VIII	50–100	29	72	13	6
VII	101–250	40	65	35	19
VI	251–500	18	41	20	17
V	501–750	7	28	10	12
IV	751–1,000	3	25	6	8
III	1,001–1,500	4	18	6	13
II	1,501–3,000	1	15	2	5
I	Over 3,000	1	6	3	18

[1] Includes one agency whose size was not reported.

Sampling of voluntary agency caseloads presents some problems not encountered in the public welfare caseloads, or at least not encountered to the same extent. While many of the voluntary agencies are multi-functional and therefore present as wide a range of child welfare services as the public welfare agencies, some are highly specialized, especially in protective services, adoptions and services to emotionally disturbed children. Stratification on the basis of function might have solved part of the sampling problem but too little information was available in advance about both size of caseload and distribution among various functions. Therefore, the sampling plan, like that for the public welfare agencies, was a stratification based on size alone.

Sampling instructions, prepared by the Child Welfare League, requested complete coverage of voluntary member agencies serving less than 50 children and a sample of 50 children for agencies with 100 or less. For agencies with more than 100 children the following size of sample was suggested:

Size of caseload	*Size of sample with minimum at*
101 to 250 children	50% sample with minimum of 100
251 to 500 children	40% sample with minimum of 125
501 to 750 children	30% sample with minimum of 150
751 to 1000 children	25% sample with minimum of 175
1001 to 1500 children	20% sample
1501 to 3000 children	15% sample
Over 3000 children	10% sample

The Child Welfare League addressed a letter to each of its voluntary member agencies requesting cooperation in the study and issued the following statement on sampling procedure:

> Our aim is to insure a truly random sampling procedure. The following are suggested alternate ways for obtaining this:
>
> (a) If there is a card file of active cases, for every 10 cases, randomly select the proportion of cases assigned to your size caseload (i.e., 5 out of every 10, 4 out of every 10. . . . 3 out of every 20 (15%), etc.). If minimum size is not obtained in this fashion, go through same procedure with residual cards until designated sample is achieved.

(b) Take each caseworker's most recent monthly statistical report and randomly select from every 10 cases the proportion of cases assigned to the size of the agency's caseload (5 out of 10 cases, 4 out of 10 cases), etc.

For either (a) or (b) procedure, to insure randomness, put numbers on slips of paper from 1 through 10 in a receptacle and draw the required number of slips for each 10 cases.

Of the 178 voluntary member agencies of the Child Welfare League [48] (excluding public agencies and agencies providing only day care, or research and education) 127, or 71 percent, participated in the study, submitting 12,368 schedules representing 35 percent of their total caseload of 35,181 children. A list of the reporting agencies and the size of their samples will be found in Appendix B.

Because of its method of selection the voluntary agency sample may be somewhat less representative of all voluntary child welfare agencies in the United States than the public agency sample. Doubtless the universe from which it was drawn includes most of the multi-function agencies with the most modern social work practice, although even this group may not be adequately represented since not all of the agencies under religious auspices are members of the League. Within this universe 71 percent of the agencies responded. The sample constitutes about 35 percent of the total caseload of the responding agencies and these agencies served an estimated 72 percent of the 49,000 children served by member agencies of the Child Welfare League of America.

Most of the cooperating voluntary agencies were multi-function agencies though some were highly specialized. The average number of functions per agency was 4.6. The functions which they exercise, as shown in the Directory of the Child Welfare League, are shown in appendix table 28. Nearly all, 98 of the 127, provide foster family boarding home care, nearly as many, 85, provide adoption service, 79 provide services to unmarried mothers and 76 provide casework service to children in the homes of parents or relatives. Since 33 were multi-function agencies operating institutions and 6 others were exclusively institutional, while few of the State and local public welfare agencies operate institutions, it might be expected that the voluntary agency schedules would show a higher proportion of children in institutional care than the public agencies. Actually the difference was only 2 percent.

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[48] The count and description of member agencies of the Child Welfare League of America were taken from the Directory of Member Agencies, 1959–60, with additional lists up to 1961. The Directory for 1961–62 shows some changes in functions that are not reflected here.

The Child Welfare League of America has voluntary member agencies in 38 States. The agencies participating in this study were in 33 States. (Appendix table 34.) There were no participants from the District of Columbia, Maine, Oklahoma, Oregon, and Rhode Island.

The 51 agencies that did not cooperate in the study, like those participating, were largely multi-function agencies with 4.6 functions per agency. Study of these agencies, through the description of services offered as shown in the Directory of the Child Welfare League and response to follow-up letters, has disclosed no significant difference in services between these agencies and the participating agencies. The study is therefore considered to be representative of the League membership.

The stratified sample of children served by voluntary agencies has not been weighted except by the relative size of the sample in each stratum. This method was adopted in order to minimize the effect of a few large agencies with highly specialized caseloads, particularly those specialized in protective services and adoption. As table 96 shows, the tabulation of the data is influenced principally by the 58 agencies in the center of the range which constituted 55 percent of the sample and had 36 percent of the total caseload.

It has been noted above that the public agency sample excluded, by definition, institutions operated under public auspices and serving only institutional population. While there was no such restriction on the voluntary agency sample, since the Child Welfare League membership includes institutions, there were few institutions included in the sample. Only six small institutions with a total child count of 221 participated in the study. All of the remainder were multi-function agencies with casework programs for children in a variety of living arrangements, some of whom were in institutions.

This means that the general character of the voluntary agency sample was like that of the public agency sample in omitting institutional care as such.[49] It also means that the voluntary agency sample included about the same services that are included among the 125,000 estimated total number of children receiving casework services from voluntary child welfare agencies in 1961, excluding the exclusively institutional arrangements.

A test like that applied to the State samples therefore can be applied to the voluntary agency sample in terms of the child's whereabouts, as shown in table 97.

The estimated total of 125,000 children receiving child welfare

[49] While this may be designated a "casework" sample it also includes cases in which "payment only" and "legal custody only" occur and is therefore not strictly a casework sample.

Table 97. Comparison of child's whereabouts in voluntary agency sample and in annual reports for 1961

Child's whereabouts	Estimated total 1961[1]	Voluntary agency sample for this study
Number	125,000	35,181
Percent distribution	100	100
With parent	30	25
With relative	3	3
In independent living arrangement	2	2
In adoptive family home	20	23
In foster family home	33	30
In group home	(*)	1
In institution	10	14
Elsewhere	2	2

*Less than 1 percent.
[1] Table 33 in Child Welfare Statistics, 1961 shows 123,000 receiving primary services only. An estimate of 2,000 receiving supplementary services has been added here.

services from voluntary agencies on one day in 1961 is based on the best available information, which was incomplete in some States.

The correspondence between the distribution of this estimated total and the distribution of the sample as to the child's whereabouts is not as complete as in the case of the public agency sample. The sample percentage indicates only 25 percent of the children living with parents, compared with 30 percent in the estimated total distribution. This difference may result not from the inadequacy of the sample for members of the Child Welfare League of America, but, possibly, from the fact that specialized protective agencies are underrepresented in the membership. The slight excess (2 percent) in foster care and in adoptive family homes (3 percent) is doubtless only the result of the deficiency in the percentage in homes of parents.

Combining data for public and voluntary agencies

Since the sample data from voluntary member agencies of the Child Welfare League of America may not be representative of all voluntary child welfare agencies in the United States, no attempt has been made to convert the percentage distributions to estimated numbers in an inflated total for voluntary child welfare services. For that

reason no combination has been made of public and voluntary agency figures in this report.

It seems probable, however, that in general scope of service the voluntary agency sample corresponds fairly well with that of multifunction voluntary child welfare agencies in the United States whose combined caseload for 1961 was estimated at 125,000. This figure excludes entirely the institutions that serve only the children within their own walls, that have little or no placement program, and that may not even employ caseworkers.

If the reader therefore wishes to combine in one figure the percentages quoted in this report separately for public welfare agencies and for voluntary child welfare agencies, the percentage of a total for public agencies might be weighted by 377 and the percentage of a total for voluntary agencies by 125 to produce a combined percentage for all child welfare agencies in the United States. Where the percentages refer to only a part of the service, such as foster care, other weights, reflecting the relative size of the foster care program in the public and voluntary agencies would need to be substituted for 377 and 125. Such detailed estimation is not recommended.

APPENDIX A

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Social Security Administration
Children's Bureau
Division of Research

and CHILD WELFARE LEAGUE OF AMERICA

Form CB–253–S
Budget Bureau No. 72–R603

Schedule for Study of Characteristics of Children Receiving Child Welfare Services, 1961

1. State _____
2. Schedule number _____
3. Source of original report or location of case record (check one)
   - 0 County reporting (specify) _____
   - 1 State case
4. Case number _____
5. Date of this report: Month in 1961 _____
6. Birth date: a. Month _____ b. Year _____
7. Sex (check* one)
   - 1 Male
   - 2 Female
8. Color (check one)
   - 0 White
   - 1 Negro
   - 2 American Indian
   - 3 Other (specify) _____
   - 9 Not reported
9. Present status of case (check one)
   - 0 Intake study
   - 1 New case
   - 2 Reopened case
10. Reopened case, year reopened (check one)

00	Not reopened	56	1956
50	1950 or earlier	57	1957
51	1951	58	1958
52	1952	59	1959
53	1953	60	1960
54	1954	61	1961
55	1955	99	Not reported

11. Year last closed (check one)

00	Not closed	56	1956
50	1950 or earlier	57	1957
51	1951	58	1958
52	1952	59	1959
53	1953	60	1960
54	1954	61	1961
55	1955	99	Not reported

12. Year first opened for service by reporting agency (check one)

39	1939 or earlier	51	1951
40	1940	52	1952
41	1941	53	1953
42	1942	54	1954
43	1943	55	1955
44	1944	56	1956
45	1945	57	1957
46	1946	58	1958
47	1947	59	1959
48	1948	60	1960

*Code numbers may be circled or items may be checked if care is taken to mark only the one intended.

49 1949
50 1950
61 1961
99 Not reported

13. Number of placements of child away from his parent or parents since case first opened for service by reporting agency _____
14. Number of prior placements of child away from his parent or parents by another agency _____
15. Source of referral or request for service at most recent opening of case (check one)
    - 0 Child
    - 1 Parent or parents
    - 2 Relative of child
    - 3 Unrelated person, such as neighbor, attorney, physician, clergyman, etc.
    - 4 Another unit of same public welfare department
    - 5 Court or probation office
    - 6 Police
    - 7 Another community agency, voluntary or public, located inside or outside community such as social agency, health agency, school, church, etc.
    - 8 Another State or another source: specify _____
    - 9 Not reported
16. Does reporting agency have legal custody of child?
    - 0 No
    - 1 Yes
    - 9 Not reported
17. Child living on date of report (check one)
    - 00 With both parents
    - 01 With mother (with or without stepfather)
    - 02 With father (with or without stepmother)
    - 03 In independent living arrangement
    - 04 With relative of child
    - 05 In adoptive family home
    - 06 In foster family boarding home
    - 07 In free foster family home
    - 08 In foster family wage or work home
    - 09 In group home

In institution

Public institution (check below)

- 10 For dependent or neglected children
- 11 Maternity home for unmarried mothers
- 12 For emotionally disturbed children
- 13 For delinquent children
- 14 For mentally retarded children
- 15 For physically disabled children
- 16 Other institution (specify)

Voluntary institution (check below)

- 17 For dependent or neglected children
- 18 Maternity home for unmarried mothers
- 19 For emotionally disturbed children
- 20 For delinquent children
- 21 For mentally retarded children
- 22 For physically disabled children
- 23 Other institution (specify)

- 24 In boarding school
- 25 In hospital
- 26 In armed forces
- 27 In temporary shelter or receiving home
- 28 In detention home
- 29 Elsewhere: specify _____
- 30 Whereabouts unknown or absent without leave, still in legal custody
- 31 Whereabouts unknown, case not yet closed, not in legal custody
- 99 Whereabouts not reported

18. If child is in foster care (Item 17 subitems 06, 09, 10–23) who pays for child's board and care?
    - 0 No payment, free home, wage home
    - 1 Parent or parents
    - 2 Relative

3 County or other local government
4 State
5 Combination of above numbers: specify numbers _____
6 Other: specify _____
8 Not in foster care
9 Not reported

19. How much per month is paid by parent or parents to foster family, to institution or through reporting agency for child's board and care?
0 None
1 Less than $10
2 $10—$19
3 $20—$29
4 $30 or more
8 Not in foster care
9 Not reported

20. Marital status of child's own parents (latest information available, check one)
00 Married and living together (both parents are living and the marriage is intact even though the parents temporarily may not be living together because of hospitalization, service in armed forces, etc.). Include common law marriage.

Divorced (both parents living)
01 Mother remarried
02 Father remarried
03 Both remarried
04 Neither remarried
05 Divorced, remarriage not reported

Separated or deserted
06 Separated (both parents living). Include legal separation
07 Father deserting (both parents living)
08 Mother deserting (both parents living)

Father dead
09 Mother remarried
10 Mother not remarried
11 Mother's remarriage not reported

Mother dead
12 Father remarried
13 Father not remarried
14 Father's remarriage not reported

15 Both parents dead
16 Parents not married to each other at child's birth though they may have been married to other persons or may now be married to other persons (if married to each other after child's birth and now living together check 00)
99 Marital status not reported, foundling

21. Stepparent now present in child's home? (Check one)
0 No
1 Yes
8 Inapplicable, child has no stepparent
9 Not reported

22. Child in family receiving public assistance or placed from family receiving public assistance (check all applicable)
0 No public assistance
1 ADC under Social Security Act
2 OAA under Social Security Act
3 APTD under Social Security Act
4 AB under Social Security Act
5 MAA under Social Security Act
6 General relief or other State or local public assistance
8 Combination of two or more: specify numbers _____
9 Not reported

23. Is child recipient of OASDI benefit?
0 No
1 Yes
9 Not reported

24. Is child recipient of Railroad Retirement benefit?
0 No
1 Yes
9 Not reported

25. Is child recipient of Veterans benefit?
0 No
1 Yes
9 Not reported

26. Problem area (check *all* that were applicable on date of last opening and all shown on record as added later; *underline the principal problem.*)
    - 00 Emotional or behavior problem of child
    - 01 Conflict in parent-child relationship
    - 02 Neglect, abuse or exploitation of child
    - 03 Mental retardation of child
    - 04 Physical handicap of child causing problem of child's adjustment or problems in family. Specify kind of handicap _____
    - 05 Child is unmarried mother or about to become one
    - 06 Child's parents not married to each other
    - 07 Problems of adjustment of the child on return to his own home from institution for delinquent children
    - 08 Problems of adjustment of the child on return to his own home from other foster care
    - 09 Child in conflict with law
    - 10 Child in need of guardianship
    - 11 Illness of parent or parents (include mental illness)
    - 12 Employment of mother
    - 13 Financial need of family
    - 14 Unemployment of father (or of mother if father incapacitated or not present)
    - 15 Illness of child
    - 16 Inadequate housing
    - 17 Child of agricultural migrant
    - 18 Other: specify _____
    - 99 Not reported
27. Classification of service given by reporting agency (check one)
    - 0 Primary casework service (Form CB–270–71–S, I.A. 1–5)
      Supplementary service (Form CB–270–71–S, I.B.)
        - 1 Purchase of care (Col. 2)
        - 2 Service, no payment (Col. 3)
    - 3 Payment only (Form CB–270–71–S, I.C.)
    - 4 Legal custody only (Form CB–270–71–S, I.D.)

    N.B. If 1, 2, 3 or 4 is checked the child must be served also by another agency. Report in item 30 should be consistent with this item.

REMARKS:

28. Child welfare service being provided by reporting agency for child on date of report (check principal service)
    - 01 Intake study
    - 02 Pre-adoptive study of child
    - 03 Casework service related to problems of child's behavior, parent-child relationship or other problems of child's adjustment to himself, his family and communty
    - 04 Service related to neglect, abuse or exploitation of child
    - 05 After care service to child who has been in institution for delinquent children
    - 06 After care service to child who has been in institution for dependent or neglected children

07 After care service to child who has been in foster family home or group home
08 Service to child or youth in conflict with law
09 Special services to unmarried mother
10 Planning placement of child for adoption
Planning foster care placement
11 Foster family
12 Institutional
13 Pre-adoption supervision in adoptive home
14 Investigation for court of adoption placement made independently
15 Other investigation for court
16 Casework service to child in foster family home*
17 Casework service to child in group home*
18 Casework service to child in institution*
19 Day care service
20 Homemaker service
21 Purchase of service or care from another agency (Form CB–270–71–S, page 10)
22 Payment for board and care only (Form CB–270–71–S, page 10)
Legal custody only (Form CB–270–71–S, page 10)
23 Service by another agency
24 No service by any agency
25 Other: specify _____
99 Not reported
N.B. Also specify from the numbers above any services being given by reporting agency *in addition* to the one checked as the principal service _____

29. Casework service being provided for parent or parents
0 None
1 This agency
2 Another public agency
3 Voluntary agency
8 Inapplicable, no parents, foundling, relinquished for adoption
9 Not reported

30. Is another child welfare agency also serving child?
0 No
1 Yes, public agency: specify name of agency _____
N. B. to State. Report here other schedule number for same child _____
2 Yes, voluntary agency: specify name of agency _____
3 Yes, classification of agency not reported
9 Not reported

31. Specify from above list (item 28) the number of the principal child welfare service given by other agency _____

32. Agency's last contact by letter, telephone, or visit with either the child, his parents, his guardian, his foster parents, responsible relatives, or responsible institutional personnel:
a. Month _____ (Code: 01–12)
b. Year _____ (Code: 55–61)

33a. Contact in item 32 was by: (check one)
0 Letter
1 Telephone
2 Visit
9 Method not reported

33b. Specify relationship of person or persons with whom contact was made _____

*Should be consistent with classification in Item 17.

Codes
- 0 Child
- 1 Parent
- 2 Guardian
- 3 Foster parent or adoptive parent
- 4 Relative
- 5 Institutional or agency personnel
- 7 No contact
- 8 School officials, physicians
- 9 Not reported

34. Agency's last contact by letter, telephone or visit with one or both parents of child (check one)
    - Inapplicable
      - 00 Both parents dead
      - 98 Parents have relinquished child for adoption
    - Applicable
      - Date of contact (specify)
        - a. Month _____ (Code: 01–12)
        - b. Year ____ (Code: 51–61)
      - 99 Applicable but not reported
35. Child's location on date of report (check one; include institutional location)
    - 0 Same county as that reporting in item 3 subitem 0
    - 1 Another county, same State: specify county _____
    - 2 County of location, if State case _____
    - 3 Another State: specify _____

36. If child is in foster care (item 17, subitems 06–23) what plan is indicated in case record as next step in planning for child's future? (check one)
    - Plan indicated
      - 1 Continuation of present arrangements
      - 2 Return to parent or parents
      - 3 Adoption
      - Another placement in
        - 4 Foster family home
        - 5 Group home
        - 6 Institution
        - 7 Independent living arrangement
        - 8 Other (specify) ____
    - 9 Plan not indicated

Signature of person transcribing data from record

_____

_____

DEFINITIONS FOR FORM CB–253–S

Schedule for Study of Characteristics of Children Receiving Child Welfare Services, 1961

For general plan of study see "Instructions to State Departments of Public Welfare for Study of Characteristics of Children Receiving Child Welfare Services," February 9, 1961.

All definitions are consistent with those for Form CB–270–71–S, "Service of Public and Voluntary Child Welfare Agencies and Institutions," which is used for the annual report of a State department of public welfare to the Children's Bureau.

It is expected that Form CB–253–S will be filled out from the child's case record.

Child welfare services. Child welfare services are those social services that supplement, or substitute for, parental care and supervision for the purpose

of: protecting and promoting the welfare of children and youth; preventing neglect, abuse and exploitation; helping overcome problems that result in dependency, neglect or delinquency; and, when needed, providing adequate care for children and youth away from their own homes, such care to be given in foster family homes, adoptive homes, child-caring institutions or other facilities. ("Report of the Advisory Council on Child Welfare Services," 86th Congress, 2nd Session, Document No. 92, p. 3.)

Child. Child receiving such service whose record is maintained by the reporting agency, usually a child under the age of 21 years unless laws or regulations restrict the program to children of lower age. An unmarried mother may be over the age of 21. The child of an unmarried mother should be counted regardless of the fact that the mother is also counted as a child receiving service.

Public child welfare agency. Division of State or local department of public welfare which provides child welfare services as defined above or purchases from or pays other agencies for such services; or a specialized child welfare agency which is controlled by a governmental unit and is financed in the main by public funds.

2. **Schedule number.** A State should number consecutively the schedules or punch cards transmitted to the Children's Bureau.

8.0 **White.** Include Mexicans.

9.0 **Intake study.** It is not expected that the sample will include any child's case that is in the stage of "intake *screening.*" However, children in the stage of intake *study* should be included in the sample.

9.1 **New case.** One that has never been closed.

9.2 **Reopened case.** One previously closed and now open for service.

13, 14 **Placements.** Count only placements made by a public or voluntary social agency or a court. Include placements with relatives if initiated by agency or court.

15 **Source of referral or request for service.** This item does not refer to the person who comes in to the public welfare department for first interview (e.g. parent, child or relative) but to the person or agency who advised the parent, child or relatives to come to the public welfare department or to the person or agency that notified the public welfare department of the problem or entered a complaint. Check subitems 0, 1 or 2 only if there was no such referring person or agency and if the parent, child or relative came on his own initiative.

16 **Legal custody.** An agency has legal custody if the child has been committed to the care of the agency by a court.

17.00 **With both parents.** Both child's own (natural) parents, whether married or unmarried or both adoptive parents if decree of adoption is final.

17.01, 17.02 **With mother or with father, with or without stepparents.** This assumes stepparent has not adopted child. If child adopted

by stepparent and one natural parent in the home check subitem 17.00.

17.03 **Independent living arrangement.** The home of a young person who maintains an apartment or lives as a lodger without adult supervision.

17.04 **With relative.** Any degree of relationship.

17.05 **Adoptive family home.** Home of family which expects to adopt child, in which child is living pending court's issuance of final decree of adoption.

17.06 **Foster family boarding home.** Home with family which is being paid for child's care.

17.07 **Free foster family home.** Home with family which is *not* paid for child's care.

17.08 **Wage or work home.** Family home in which child does specific work or receives wages in return for care.

17.09 **Group home.** Home for small number of children, not a family home, or supervised by public or non-profit organization.

17.10–16 **Public institution.** Controlled and operated by a State or local government and financed in the main by public funds.

17.17–23 **Voluntary institution.** Controlled and operated by a non-profit corporation or organization under private auspices for social purposes, regardless of source of funds.

17.10, 17.17 **For dependent or neglected children.** Institutional care primarily for dependent or neglected children on a long term or temporary basis. Institution does not include group home, receiving home, detention home or temporary shelter.

17.11, 17.18 **Maternity home for unmarried mothers.** Primary purpose to provide domiciliary care for women who are pregnant out of wedlock. May provide social services and medical care within the home or obtain them in the community. May care for both mothers and newborn or young children.

17.12, 17.19 **For emotionally disturbed children.** Serves primarily children diagnosed as moderately or seriously disturbed emotionally. Treatment usually under the direction or supervision of psychiatrist.

17.13, 17.20 **For delinquent children.** Specialized public or voluntary institution that provides care for delinquent children committed by a court or referred by parents or social agencies.

17.14, 17.21 **For mentally retarded children.** Institution or school that provides domiciliary care to children who have been found to be mentally retarded.

17.15, 17.22 **For physically disabled children.** Institution or school that provides domiciliary care to children who have been found to be physically handicapped or disabled, for example, school for blind or deaf children that includes domiciliary care.

17.27 **Temporary shelter or receiving home.** An institution, group

home, or shelter intended only for short time care for children who cannot be in their own homes pending arrangements for their care.

17.28 **Detention home.** An institution providing temporary care primarily for delinquent children in physically restricted quarters pending disposition of their cases by a court. In practice some dependent or neglected children may also be included.

20.01–20.05 **Divorced.** After court action.

20.06–20.08 **Separated or deserted.** No court action.

23.–25. **OASDI, Railroad Retirement and Veteran's benefits.** One or more of these should be checked if child is the recipient of a survivor's benefit or if the child's parent receives a survivor's or disability benefit under one of these Federal insurance programs.

26. **Problem area.** Any of these should be checked if there is clear evidence in the record of medical or social diagnosis of the problem.

27.0 **Primary casework service.** If no other casework agency is serving the child check this item.

27.1 **Purchase of care.** Check this item if the reporting agency is not responsible for primary casework service but purchases care or service from another agency or institution on the basis of preliminary planning for this particular child, selection of agency and more or less formal agreement or contract specifying kind of service and planned follow-up or reporting of progress.

27.2 **Supplementary service, no payment.** Check this item if the reporting agency is not responsible for primary casework service (because this is performed by another agency) but maintains a record and exercises some responsibility including minor services. Usually no payment in involved.

27.3 **Payment only.** Check this item if the reporting agency is not responsible for any service but authorizes payment, maintains a record of public payment for the care of the child or pays for the care of the child from its own funds.

27.4 **Legal custody only.** Check this item if the reporting agency is not responsible for any service but maintains legal custody because the child has been committed to its care by a court.

28. **Child welfare service.** Definitions of services listed here are consistent with "Suggested Classification of Services in a Public Child Welfare Program," Children's Bureau, 1959.

28.01 **Intake study.** Purposeful study of need for care or service to meet needs of child, including exploration of resources. May include counselling or referral. Ends with clearly defined and mutually understood plan of care or service for the child and his parents or with agency decision to give protective service; or, if case not accepted, with report on reason for referral or denial; or if terminated by client, with withdrawal.

28.02 **Pre-adoptive study of child.** Begins with study of child.

Ends with decision as to whether or not the child is to be adopted.

28.03 **Casework service related to problems of child's behavior, etc.** Casework service to a child or youth or to his parents or relatives with whom he lives, in relation to behavior problems, emotional adjustment, parent-child relationships, mental retardation, physical handicap, etc.

28.04 **Service related to neglect, abuse or exploitation of child.** Service initiated by agency in situations in which a child is reported to be neglected, abused, exploited or permitted to live under destructive conditions by parents or others responsible for care. May include both casework service and initiation of legal action to remove child from home.

28.05, 28.06 **After care service to child who has been in institution.** Service in child's own home, home of relatives, independent living arrangement, foster family home, group home or elsewhere, directed toward child's reintegration in community, after residence in institution.

28.07 **After care service to child who has been in foster family home or group home.** Service directed toward child's reintegration in family and community after foster care, except institutional care.

28.08 **Service to child or youth in conflict with law.** Service requested for a child or youth who is known to law enforcement agencies. For example, probation service performed by a public welfare agency for a juvenile court or other service to a child who has come to the attention of law enforcement agencies.

28.09 **Special services to unmarried mother.** Service in relation to birth out of wedlock, begins with evaluation of situation in terms of the specific needs of an unmarried mother. Ends with agency or mother's decision that special services to the mother or child are no longer required or with decision to place child for adoption.

28.10 **Planning placement for adoption.** Begins with planning for selection of an adoptive home for a particular child from an approved list of adoptive homes. Ends when worker places child in continuing care of adoptive parents or when a decision is made not to place the child for adoption.

28.11, 28.12 **Planning foster care placement.** Begins with consideration of approved foster family homes and institutions in relation to particular child for whom decision has been made to place or re-place in foster care. Ends when worker leaves child for continued care by foster family or institution.

28.13 **Pre-adoption supervision in adoptive home.** Begins with first activity after worker places child in continuing care of adoptive parent. Ends with adoption decree.

28.14 **Investigation for court of adoption placement made independently.** Begins with request for study and report concerning child placed independently for whom adoption petition has

been filed. Includes study of child and study of adoptive parents. Ends with submission of report to court.

28.15 **Other investigation for court.** Begins with court's request for information, e.g. information about a child whose parents are involved in a divorce case. Ends with presentation of information to court.

28.16, 28.17 **Casework service to child in foster family home or group home.** Begins with first activity after worker places child in continuing care of foster family or group home. Includes not only service to foster parents but also service to the child's own parents and planning for after-care. Ends with the removal of the child from the continuing care of the foster parent or group home.

28.18 **Casework service to child in institution.** Begins with first activity after the worker places the child in continuing care of the institution. Includes service to child in public training school for juvenile delinquents; includes service to institutional staff and child's parents and planning for after-care. Ends with the removal of the child from the continuing care of the institution.

28.19 **Day care service.** Service that the agency provides either through its own organization or by purchase from other organizations for the care and supervision of a child during the day time periods that his parents are absent from the home (e.g. foster family day care or group day care).

28.20 **Homemaker service.** Specialized service provided in connection with casework of reporting agency or purchased from another agency. May also occur as part of foster care.

28.21 **Purchase of service or care from another agency.** See item 27.1 above.

28.22 **Payment for board and care only.** See item 27.3 above.

28.23, 28.24 **Legal custody.** See item 27.4 above.

30.1 **Another public child welfare agency also serving child.** The reporting agency should specify the name of the other public child welfare agency serving the child. The State should supply the schedule number for any child for whom two or more schedules are submitted in order for the Children's Bureau to eliminate duplications in the tabulation. Both schedules should be submitted, however.

APPENDIX B

List of voluntary child welfare agencies included in study

Agency	Total number of children in caseload	Schedules tabulated	
		Number	Percent of total
Alabama			
Birmingham			
Children's Aid Society of Jefferson County	197	105	53
California			
Altadena			
Five Acres Boys' and Girls' Aid Society of Los Angeles	50	50	100
Los Angeles			
Children's Bureau of Los Angeles	159	79	50
Children's Home Society of California	1,672	247	15
Hathaway Home for Children	38	38	100
Vista Del Mar Child-Care Service	338	125	37
Oakland			
Lincoln Child Center	73	73	100
Pasadena			
Rosemary Cottage for Teen-Age Girls	20	20	100
San Diego			
San Diego Children's Home Association, Ltd.	31	31	100
San Francisco			
Edgewood—The San Francisco Protestant Orphanage	79	50	63
Homewood Terrace	77	50	65
Colorado			
Denver			
Jewish Family and Children's Service of Denver	23	23	100
Connecticut			
Hartford			
Children's Services of Connecticut, Inc	666	138	21

Agency	Total number of children in caseload	Schedules tabulated	
		Number	Percent of total
The Diocesan Bureau of Social Service	157	100	64
Jewish Social Service of Hartford	53	53	100
New London			
Catholic Charities	44	29	66
Stamford			
Family and Children's Services	35	35	100
Delaware			
Wilmington			
Children's Bureau of Delaware	232	116	50
Florida			
Miami			
Children's Service Bureau of Dade County	137	100	73
Jewish Family and Children's Service	98	50	51
St. Petersburg			
Family and Children's Service, Inc	137	137	100
Georgia			
Atlanta			
The Child Service Association, Inc	364	145	40
Hawaii			
Honolulu			
Child and Family Service	157	100	64
Illinois			
Chicago			
St. Mary's Home for Children	60	48	80
Child and Family Service	55	50	91
Chicago Child Care Society	294	125	43
Illinois Children's Home and Aid Society	514	150	29
The Mary Bartelme Home	14	14	100
Lake Bluff			
Lake Bluff Children's Home	197	100	51
Moline			
Bethany Home	100	50	50
Peoria			
Child and Family Service of Peoria, Ill., Inc.	125	100	80
The Children's Home	19	19	100
Springfield			
Child and Family Service of Sangamon County	217	92	42
Indiana			
Evansville			
The Family and Children's Services, Inc	17	17	100

List of voluntary child welfare agencies included in study (cont'd)

Agency	Total number of children in caseload	Schedules tabulated	
		Number	Percent of total
Fort Wayne			
Family and Children's Service of Fort Wayne, Inc	121	80	66
Mishawaka			
Family and Children's Center, Inc	150	55	37
Iowa			
Des Moines			
Iowa Children's Home Society	299	125	42
Kansas			
Kansas City			
The Family and Children's Service, Inc	NR	51	NR
Kentucky			
Louisville			
Family and Children's Agency	290	114	39
Louisiana			
New Orleans			
Children's Bureau	56	47	84
Shreveport			
Family and Children's Services	16	16	100
Maryland			
Baltimore			
The Jewish Family and Children's Bureau	608	182	30
Maryland Children's Aid Society, Inc	127	127	100
Massachusetts			
Boston			
The Children's Mission to Children	174	99	57
Jewish Family and Children's Service	229	220	96
Massachusetts Society for the Prevention of Cruelty to Children	6,435	370	6
The New England Home for Little Wanderers	274	137	50
Fitchburg			
Children's Aid and Family Service, Inc	49	49	100
Haverhill			
Children's Aid and Family Society of Haverhill	39	39	100
New Bedford			
New Bedford Child and Family Service	106	103	97

Agency	Total number of children in caseload	Schedules tabulated	
		Number	Percent of total
Northampton			
Children's Aid Association of Hampshire County	60	50	83
Pittsfield			
Family and Children's Service of Berkshire County, Inc	201	201	100
Salem			
North Shore Children's Friend Society	92	46	50
Springfield			
Child and Family Service of Springfield, Inc	113	112	99
Worcester			
Worcester Children's Friend Society	167	100	60
Michigan			
Detroit			
Jewish Family and Children's Service	56	55	98
The Methodist Children's Home Society	214	107	50
The Michigan Children's Aid Society	971	205	21
Flint			
Michigan Children's Aid Society (Flint Branch)	134	73	54
Whaley Memorial Foundation	53	50	94
Grand Rapids			
The D. A. Blodgett Home for Children	275	125	45
Pontiac			
Catholic Social Service of Oakland County	117	100	85
Minnesota			
Minneapolis			
Family and Children's Service	104	100	96
St. Paul			
Children's Services, Inc	62	62	100
Missouri			
Kansas City			
Gillis Home for Children	30	30	100
St. Louis			
Catholic Charities of St. Louis	992	248	25
Family and Children's Service of Greater St. Louis	[1] 160	75	47
Jewish Child Welfare Association of St. Louis	61	61	100
Methodist Children's Home of Missouri	56	50	89
Webster Groves			
Edgewood Children's Center	24	24	100

[1] Estimated.

List of voluntary child welfare agencies included in study (cont'd)

Agency	Total number of children in caseload	Schedules tabulated	
		Number	Percent of total
Nebraska			
Omaha			
Family and Child Service of Omaha	203	101	50
New Hampshire			
Manchester			
The New Hampshire Children's Aid Society	200	100	50
New Jersey			
Montclair			
The Family and Children's Society	93	50	54
New York			
Binghamton			
The Family and Children's Service Society, Inc	68	50	74
Buffalo			
Children's Aid and Society for the Prevention of Cruelty to Children	1,077	139	13
Jewish Family Service of Erie County	8	8	100
New York City			
Child Adoption Service of the State Charities Aid Association	210	190	90
The Jewish Child Care Association of New York	1,282	250	20
Society for Seamen's Children	195	100	51
The Spence-Chapin Adoption Service	183	100	55
Niagara Falls			
The Family and Children's Service of Niagara Falls, N.Y., Inc	100	50	50
Rochester			
Hillside Children's Center	170	62	36
Schenectady			
Catholic Charities—Schenectady Office	41	41	100
Syracuse			
Child and Family Service of Syracuse and Onondago County	99	49	49
Williamsville			
Methodist Home for Children	45	43	96
North Carolina			
Greensboro			
The Children's Home Society of North Carolina	432	175	41

Agency	Total number of children in caseload	Schedules tabulated	
		Number	Percent of total
Ohio			
Akron			
The Catholic Service League of Akron, Ohio	100	49	49
Family Service Society of Akron	338	135	40
Canton			
Catholic Community League of Canton, Inc.	89	50	56
Family Service Society	120	100	83
Cincinnati			
The Children's Home of Cincinnati, Ohio, Inc	575	162	28
Cleveland			
The Children's Aid Society	41	41	100
Bellefaire	94	50	53
Children's Services	810	232	29
Jewish Children's Bureau of Cleveland	81	81	100
Youth Service	332	151	45
Columbus			
Family and Children's Bureau	78	59	76
Dayton			
Catholic Charities of the Archdiocese of Cincinnati	478	191	40
Family and Children's Service Association of Montgomery County	197	73	37
Lima			
The Child and Family Service, Inc	47	47	100
Toledo			
Lutheran Welfare Service of Northwestern Ohio	104	52	50
Child and Family Service of Toledo	1,126	216	19
Pennsylvania			
Greensburg			
Westmoreland Children's Aid Society	34	34	100
Philadelphia			
Association for Jewish Children of Philadelphia	188	100	53
Children's Aid Society of Pennsylvania	422	148	35
Children's Service, Inc	297	125	42
The Children's Center of the Episcopal Church	35	35	100
Pittsburgh			
Family and Children's Service	731	199	27
Scranton			
Friendship House	98	97	99

List of voluntary child welfare agencies included in study (cont'd)

Agency	Total number of children in caseload	Schedules tabulated	
		Number	Percent of total
South Carolina			
Greenwood			
Connie Maxwell Children's Home	398	199	50
Tennessee			
Knoxville			
Child and Family Service of Knoxville	349	139	40
Memphis			
Children's Bureau, Inc	136	102	75
Nashville			
Family and Children's Service	130	130	100
Texas			
Houston			
DePelchin Faith Home and Children's Bureau	587	187	32
Vermont			
Burlington			
The Vermont Children's Aid Society, Inc	117	112	96
Virginia			
Norfolk			
Child and Family Service, Inc	188	125	66
Richmond			
Children's Home Society of Virginia	292	107	37
Friends Association for Colored Children	50	49	98
Richmond Children's Aid Society, Inc	73	50	68
Washington			
Seattle			
Medina Children's Service	134	130	97
Ryther Child Center	164	54	33
Seattle Children's Home	49	46	94
Children's Home Society of Washington	633	181	29
Wisconsin			
Milwaukee			
Catholic Social Welfare Bureau	1,000	197	20
Children's Service Society of Wisconsin	363	125	34
Lakeside Children's Center	31	31	100
Lutheran Welfare Society of Wisconsin	302	124	41
Total, all reporting agencies	35,181	12,368	35

APPENDIX C
National Tables

Appendix Table 1. Principal problem, selected whereabouts; public agencies

Principal problem [1]	Percent distribution of children					
	With parents	In independent living arrangement	With relative	In adoptive family home	In foster family home	In institution for dependent and neglected children
Total	100	100	100	100	100	100
External to the child:						
Neglect, abuse or exploitation of child	33	19	37	14	48	45
Parents not married to each other	4	2	3	31	7	3
Child in need of guardianship	2	8	14	20	12	9
Illness of parent	8	3	7	2	10	12
Inadequate housing	1	.....	(*)	(*)	1	1
Interpersonal relationships:						
Conflict in parent-child relationship	7	8	7	1	4	8
Problem of adjustment of the child on return from foster care	2	5	2	(*)	(*)	(*)
Physical handicap of child causing problem of child's adjustment or problems in family	6	2	2	1	1	1
Child's behavior or condition:						
Emotional or behavior problem of child	10	14	10	2	6	12
Child in conflict with law	5	7	2	.....	1	2
Mental retardation of child	4	3	2	(*)	2	1
Problems complicated or ill-defined:						
Pregnant girl or unmarried mother	1	20	2	.....	1	(*)
Illness of child	1	(*)	(*)	(*)	(*)	(*)
Unemployment of father	1	.....	1	(*)	1	1
Financial need of family	9	3	4	1	2	2
Other	6	6	7	28	4	3

*Less than 1 percent.

[1] Child of agricultural migrant and employment of mother omitted; less than 1 percent in any column.

Appendix Table 2. Principal problem, selected whereabouts; voluntary agencies

Principal problem [1]	Percent distribution of children					
	With parents	In independent living arrangement	With relative	In adoptive family home	In foster family home	In institution for dependent and neglected children
Total	100	100	100	100	100	100
External to the child:						
Neglect, abuse or exploitation of child	14	3	21	3	20	27
Parents not married to each other	2	1	4	82	31	2
Child in need of guardianship	(*)	2	6	9	9	6
Illness of parent	10	2	9	1	11	16
Inadequate housing	(*)	.....	.....	(*)	(*)	1
Interpersonal relationships:						
Conflict in parent-child relationship	19	6	7	1	5	10
Problem of adjustment of the child on return from foster care	1	(*)	1	(*)	(*)	(*)
Physical handicap of child causing problem of child's adjustment or problems in family	2	(*)	(*)	(*)	3	(*)
Child's behavior or condition:						
Emotional or behavior problem of child	25	14	18	1	11	22
Child in conflict with law	1	(*)	2	.....	(*)	3
Mental retardation of child	2	(*)	3	(*)	2	1
Problems complicated or ill-defined:						
Pregnant girl or unmarried mother	12	67	23	(*)	2	(*)
Illness of child	1	.....	.....	(*)	1	(*)
Employment of mother	5	.....	2	(*)	1	3
Unemployment of father	1	.....	1	(*)	1	1
Financial need of family	3	1	1	1	1	5
Other	2	4	2	2	2	3

*Less than 1 percent.

[1] Child of agricultural migrant omitted; less than 1 percent in any column.

Appendix Table 3. Child's age, percent distribution of children by principal problem; public agencies only

Principal problem [1]	Child's age in completed years at birthday in 1961 [2]						
	Under 1	1	2–4	5–9	10–13	14–17	18–20
Total	100	100	100	100	100	100	100
External to the child:							
Neglect, abuse or exploitation of child	10	21	40	45	42	31	24
Parents not married to each other	50	35	10	4	2	2	3
Child in need of guardianship	15	12	9	7	8	7	8
Illness of parent	4	5	10	10	9	6	5
Inadequate housing	.....	1	1	1	(*)	(*)	(*)
Interpersonal relationships:							
Conflict in parent-child relationship	1	2	3	4	6	9	9
Problem of child's adjustment after return from foster care	(*)	(*)	(*)	1	1	2	4
Physical handicap of child causing problem of child's adjustment or problem in family	1	3	4	4	3	2	3
Child's behavior or condition:							
Emotional or behavior problem of child	1	1	2	5	11	17	14
Child in conflict with law	(*)	.....	.....	(*)	3	10	10
Mental retardation of child	1	1	2	3	4	4	4
Problems complicated or ill-defined:							
Pregnant girl or unmarried mother	.....	.....	.....	.....	.....	2	9
Illness of child	1	1	1	1	1	1	1
Employment of mother	(*)	(*)	1	1	(*)	(*)	(*)
Unemployment of father	1	1	1	1	(*)	(*)	(*)
Financial need of family	4	3	6	6	5	4	2
Other	11	14	10	7	5	3	4

*Less than 1 percent.

[1] Child of agricultural migrant omitted; less than 1 percent in any column.

[2] Age group over 20 years omitted; sample too small for percent distribution.

Appendix Table 4. Principal problem, percent distribution of children by child's age; public agencies only

Principal problem (selected)	Child's age in completed years at birthday in 1961								
	Total	Under 1	1	2–4	5–9	10–13	14–17	18–20	21 and over
External to the child:									
Neglect, abuse or exploitation of child	100	(*)	3	16	31	25	20	5	(*)
Parents not married to each other	100	12	30	26	15	7	7	3	(*)
Child in need of guardianship	100	3	9	16	24	20	21	7	(*)
Interpersonal relationships:									
Conflict in parent-child relationship	100	.....	2	7	18	21	40	12	(*)
Problem of child's adjustment after return from foster care	100	(*)	1	4	12	15	45	21	2
Child's behavior or condition:									
Emotional or behavior problem of child	100	.....	.....	3	13	26	46	12	(*)
Child in conflict with law	100	.....	.....	.....	2	15	61	21	1
Mental retardation of child	100	(*)	2	9	26	26	25	9	3
Problems complicated or ill-defined:									
Pregnant girl or unmarried mother	100	.....	.....	.....	.....	.....	30	48	22

*Less than 1 percent.

Appendix Table 5. Color or race, percent distribution of children by principal problem

Problem	Percent distribution						
	Public agencies				Voluntary agencies		
	Total [1]	White	Negro	American Indian	Total [2]	White	Negro
Total	100	100	100	100	100	100	100
External to the child:							
Neglect, abuse or exploitation of child	36	37	34	53	13	13	13
Parents not married to each other	7	6	8	9	29	28	38
Child in need of guardianship	8	7	11	6	5	5	7
Illness of parent	8	8	8	5	8	8	7
Inadequate housing	(*)	(*)	(*)	(*)	(*)	(*)	(*)
Child of agricultural migrant	(*)	(*)	.....	.....	.....	.....	.....
Interpersonal relationships:							
Conflict in parent-child relationship	6	6	4	3	9	9	6
Problem of adjustment of the child on return from foster care	2	2	2	1	(*)	(*)	(*)
Physical handicap of child causing problem of child's adjustment or problems in family	3	3	3	4	2	1	1
Child's behavior or condition:							
Emotional or behavior problem of child	9	10	8	5	18	19	12
Child in conflict with law	4	4	4	4	1	1	1
Mental retardation of child	3	4	2	1	1	2	1
Problems complicated or ill-defined:							
Pregnant girl or unmarried mother	1	1	1	2	8	8	7
Illness of child	1	1	1	1	(*)	(*)	(*)
Employment of mother	(*)	(*)	(*)	.....	2	2	2
Unemployment of father	1	1	(*)	(*)	(*)	(*)	1
Financial need of family	5	4	8	2	2	2	2
Other [3]	6	6	6	4	2	2	2

*Less than 1 percent.

[1] Based on national sample; figures for State samples differ slightly but not significanlty; includes other races.

[2] Includes American Indian and other races.

[3] For most of these the "other" problem was not specified.

Appendix Table 6. Principal problem, percent distribution of children by color or race

Principal problem	Percent distribution									
	Public agencies					Voluntary agencies				
	Total	White	Negro	American Indian	Other	Total	White	Negro	American Indian	Other
Total	100	73	24	2	1	100	84	14	1	1
External to the child:										
Neglect, abuse or exploitation of child	100	74	21	4	1	100	82	15	2	1
Parents not married to each other	100	68	27	4	1	100	80	18	1	1
Child in need of guardianship	100	67	29	2	2	100	78	20	1	1
Illness of parent	100	75	22	2	1	100	85	13	.....	2
Inadequate housing	100	69	26	2	3	(1)	(1)	(1)	(1)	(1)
Child of agricultural migrant	100	100	.....	.....	.....	(1)	(1)	(1)	(1)	(1)
Interpersonal relationships:										
Conflict in parent-child relationship	100	82	15	2	1	100	88	10	(*)	2
Problem of adjustment of the child on return from foster care	100	70	25	3	2	(1)	(1)	(1)	(1)	(1)
Physical handicap of child causing problem of child's adjustment or problems in family	100	78	19	3	(*)	100	84	14	.....	2
Child's behavior or condition:										
Emotional or behavior problem of child	100	78	19	1	2	100	89	10	(*)	1
Child in conflict with law	100	74	23	3	(*)	(1)	(1)	(1)	(1)	(1)
Mental retardation of child	100	84	15	1	(*)	100	86	14	.....	.....
Problems complicated or ill-defined:										
Pregnant girl or unmarried mother	100	74	21	4	1	100	86	13	(*)	1
Illness of child	100	58	39	3	.....	(1)	(1)	(1)	(1)	(1)
Employment of mother	100	83	17	.....	.....	100	87	12	.....	1
Unemployment of father	100	81	17	1	1	(1)	(1)	(1)	(1)	(1)
Financial need of family	100	61	37	1	1	100	79	16	.....	5
Other	100	76	20	2	2	100	87	12	.....	1

*Less than 1 percent.

[1] Base less than 100, percent not computed.

Appendix Table 7. Source of referral, percent distribution of children by principal problem; public agencies

Principal problem [1]	Source of referral								
	Child	Parent	Relative	Unrelated person	Another unit of same agency	Court or probation officer	Police	Another agency	Another State or other source
Total	100	100	100	100	100	100	100	100	100
External to the child:									
Neglect, abuse or exploitation of child	12	21	41	45	39	40	55	36	22
Parents not married to each other	2	10	4	5	8	3	1	10	8
Child in need of guardianship	4	6	11	7	9	9	8	7	12
Illness of parent	3	11	10	6	10	5	5	10	6
Inadequate housing	.....	(*)	(*)	(*)	1	(*)	(*)	1	(*)
Interpersonal relationships:									
Conflict in parent-child relationship	21	7	6	4	6	6	4	5	3
Problem of adjustment of the child on return from foster care	2	1	1	1	1	2	(*)	2	6
Physical handicap of child causing problem of child's adjustment or problems in family	2	6	2	8	2	1	(*)	4	2
Child's behavior of condition:									
Emotional or behavior problem of child	10	9	9	7	6	11	9	9	11
Child in conflict with the law	1	1	1	1	1	9	10	1	3
Mental retardation of child	1	7	3	3	3	1	1	4	3
Problems complicated or ill-defined:									
Pregnant girl or unmarried mother	33	1	1	3	2	1	1	2	3
Illness of child	(*)	1	1	1	1	(*)	(*)	1	1
Employment of mother	(*)	1	(*)	1	(*)	(*)	(*)	(*)	(*)
Unemployment of father	(*)	1	1	1	1	(*)	1	(*)	1
Financial need of family	5	12	5	4	5	2	2	3	4
Other	4	5	4	3	5	10	3	5	15

*Less than 1 percent.

[1] Child of agricultural migrant omitted; less than 1 percent in any column.

Appendix Table 8. Source of referral, percent distribution of children by principal problem; voluntary agencies

Principal problem [1]	Source of referral								
	Child	Parent	Relative	Unrelated person	Another unit of same agency	Court or probation officer	Police	Another agency	Another State or other source
Total	100	100	100	100	100	100	100	100	100
External to the child:									
Neglect, abuse or exploitation of child	4	7	16	12	9	33	53	11	10
Parents not married to each other	2	37	25	28	9	7	6	32	35
Child in need of guardianship	.....	4	10	5	11	8	6	5	10
Illness of parent	1	9	12	8	10	6	5	7	4
Inadequate housing	.....	(*)	1	(*)	.....	.....	.....	(*)	.....
Interpersonal relationships:									
Conflict in parent-child relationship	9	11	6	8	11	9	13	8	5
Problem of adjustment of the child on return from foster care	1	(*)	(*)	1	.....	1	.....	(*)	(*)
Physical handicap of child causing problem of child's adjustment or problems in family	.....	1	1	2	2	1	1	2	2
Child's behavior or condition:									
Emotional or behavior problem of child	10	15	14	9	42	24	10	21	17
Child in conflict with the law	.....	(*)	.....	(*)	1	5	2	(*)	.....
Mental retardation of child	1	2	1	2	.....	1	2	2	1
Problems complicated or ill-defined:									
Pregnant girl or unmarried mother	69	3	7	17	2	2	1	7	9
Illness of child	.....	(*)	.....	(*)	.....	(*)	.....	1	1
Employment of mother	.....	4	2	3	1	1	.....	1	(*)
Unemployment of father	.....	1	.....	1	.....	(*)	.....	(*)	1
Financial need of family	1	3	3	2	.....	1	.....	1	2
Other	2	3	2	2	2	1	1	2	3

*Less than 1 percent.
[1] Child of agricultural migrant omitted.

Appendix Table 9. Principal problem, percent distribution of children by source of referral; public agencies

Principal problem	Percent distribution by source of referral									
	Total	Child	Parent	Relative	Unrelated person	Another unit of same agency	Court or probation officer	Police	Another agency	Another State or other source
Total	100	1	18	6	10	10	28	5	20	2
External to the child	100	(*)	14	6	11	12	27	7	21	2
Neglect, abuse or exploitation of child	100	(*)	10	7	12	11	30	9	20	1
Parents not married to each other	100	(*)	27	4	8	13	14	1	30	3
Child in need of guardianship	100	(*)	14	8	9	11	31	6	18	3
Illness of parent	100	(*)	25	7	8	13	18	3	24	2
Interpersonal relationships	100	2	24	5	12	9	23	2	20	3
Conflict in parent-child relationship	100	2	22	6	7	11	31	4	16	1
Problem of adjustment of the child on return from foster care	100	1	16	6	12	8	25	2	20	10
Physical handicap of child causing problem of child's adjustment or problems in family	100	(*)	33	3	24	7	4	1	27	1
Child's behavior or condition	100	(*)	18	5	7	7	36	7	18	2
Emotional or behavior problem of child	100	1	18	5	7	7	33	6	20	3
Child in conflict with the law	100	(*)	3	1	2	4	67	15	6	2
Mental retardation of child	100	(*)	35	5	10	9	12	1	26	2
Problems complicated or ill-defined	100	3	36	6	11	11	11	2	17	3
Pregnant girl or unmarried mother	100	14	14	4	17	12	9	2	24	4
Illness of child	100	.....	27	6	12	9	8	1	33	4
Unemployment of father	100	1	29	8	11	12	16	5	16	2
Financial need of family	100	1	45	6	9	12	11	2	12	2

*Less than 1 percent.

Appendix Table 10. Principal problem, percent distribution of children by source of referral, voluntary agencies

Principal problem [1]	Percent distribution by source of referral									
	Total	Child	Parent	Relative	Unrelated person	Another unit of same agency	Court or probation officer	Police	Another agency	Another State or other source
Total	100	1	26	3	13	1	10	1	43	2
External to the child	100	(*)	27	4	13	(*)	10	1	43	2
Neglect, abuse or exploitation of child	100	(*)	14	4	12	(*)	27	3	38	2
Parents not married to each other	100	(*)	32	3	13	(*)	3	(*)	47	2
Child in need of guardianship	100	.....	20	6	13	1	15	1	40	4
Illness of parent	100	(*)	30	6	13	1	9	(*)	40	1
Interpersonal relationships	100	1	31	2	13	1	10	1	40	1
Conflict in parent-child relationship	100	1	33	2	12	1	11	1	38	1
Physical handicap of child causing problem of child's adjustment or problems in family	100	.....	18	2	14	1	6	1	56	2
Child's behavior or condition	100	1	22	3	7	1	14	(*)	50	2
Emotional or behavior problem of child	100	1	22	3	7	1	14	(*)	50	2
Mental retardation of child	100	1	27	2	16	.....	9	1	43	1
Problems complicated or ill-defined	100	8	23	4	25	(*)	4	(*)	34	2
Pregnant girl or unmarried mother	100	12	10	3	29	(*)	3	(*)	41	2
Employment of mother	100	.....	57	5	19	(*)	4	.....	15	(*)
Financial need of family	100	1	48	5	13	.....	7	.....	24	2
Other, not specified	100	1	31	4	16	1	3	(*)	42	2

*Less than 1 percent.
[1] Problems omitted if base less than 100.

Appendix Table 11. Marital status of parents, percent distribution of children by principal problem; public agencies

Principal problem [1]	Percent distribution						
	Married and living together	Divorced	Separated or deserted	Father dead	Mother dead	Both parents dead	Parents not married to each other
Total	100	100	100	100	100	100	100
External to the child:							
Neglect, abuse or exploitation of child	35	39	50	41	35	19	26
Parents not married to each other	(*)	1	(*)	(*)	(*)	.....	28
Child in need of guardianship	2	7	7	6	17	37	12
Illness of parent	11	6	10	8	8	[2] 3	6
Inadequate housing	1	(*)	(*)	(*)	(*)	.....	(*)
Interpersonal relationships:							
Conflict in parent-child relationship	6	10	5	7	7	1	3
Problem of adjustment of the child on return from foster care	2	3	1	3	1	2	(*)
Physical handicap of child causing problem of child's adjustment or problems in family	7	2	1	3	1	1	2
Child's behavior or condition:							
Emotional or behavior problem of child	10	12	7	12	11	17	6
Child in conflict with the law	6	3	3	6	4	3	2
Mental retardation of child	6	2	2	4	3	3	2
Problems complicated or ill-defined:							
Pregnant girl or unmarried mother	2	2	1	2	2	3	1
Illness of child	1	(*)	(*)	1	(*)	1	1
Employment of mother	(*)	1	1	(*)	.....	.....	(*)
Unemployment of father	1	(*)	(*)	(*)	1	.....	(*)
Financial need of family	7	4	6	3	3	3	3
Other	3	8	6	4	7	7	8

*Less than 1 percent.

[1] Child of agricultural migrant omitted; less than 1 percent in any column.

[2] Probably refers to problem preceding parents' death.

Appendix Table 12. Marital status of parents, percent distribution of children by principal problem; voluntary agencies

Principal problem [1]	Percent distribution						
	Married and living together	Divorced	Separated or deserted	Father dead	Mother dead	Both parents dead	Parents not married to each other
Total	100	100	100	100	100	100	100
External to the child:							
Neglect, abuse or exploitation of child	12	18	34	18	19	7	4
Parents not married to each other	1	1	1	(*)	.....	1	77
Child in need of guardianship	2	5	7	3	9	31	7
Illness of parent	12	8	13	10	11	[2] 5	2
Inadequate housing	(*)	1	1	.....	(*)	1	(*)
Interpersonal relationships:							
Conflict in parent-child relationship	16	14	9	13	11	2	1
Problem of adjustment of the child on return from foster care	(*)	1	(*)	(*)	(*)	.....	(*)
Physical handicap of child causing problem of child's adjustment or problems in family	2	1	1	1	1	2	1
Child's behavior or condition:							
Emotional or behavior problem of child	26	30	16	28	25	31	5
Child in conflict with law	1	1	1	2	1	.....	(*)
Mental retardation of child	2	1	1	1	1	2	1
Problems complicated or ill-defined:							
Pregnant girl or unmarried mother	18	8	3	15	9	16	1
Illness of child	1	(*)	1	1	(*)	.....	(*)
Employment of mother	2	4	3	3	.....	.....	(*)
Unemployment of father	1	1	1	(*)	2	.....	(*)
Financial need of family	2	3	4	4	2	1	(*)
Other	2	3	4	1	9	1	1

*Less than 1 percent.

[1] Child of agricultural migrant omitted.

[2] Probably refers to problem preceding parents' death.

Appendix Table 13. Principal service, percentage of children with second and third service

Principal service	Public agencies		Voluntary agencies	
	Percentage with second service	Percentage with third service	Percentage with second service	Percentage with third service
Total	21	5	24	4
Adoption service:				
Preadoptive study of child	32	10	43	15
Planning placement for adoption	43	12	40	8
Preadoption supervision	8	1	2	(*)
Investigation for court of independent placement	4	1	(1)	(1)
Foster care service:				
Planning foster care placement	30	7	32	8
Casework service to children in foster care	19	4	34	7
After-care service	28	6	23	2
Other casework service:				
Related to problems of child's adjustment	25	5	30	4
Related to neglect, abuse or exploitation	25	6	28	4
For youth in conflict with law	31	7	(1)	(1)
For unmarried mothers	27	8	22	3
Other services:				
Intake study	27	8	13	5
Investigation for court	22	3	(1)	(1)
Day care service	(1)	(1)	26	.....
Homemaker service	(1)	(1)	3	.....
Other, not specified	11	3	6	1
Purchase, payment, legal custody:				
Purchase of service or care	8	2	(1)	(1)
Payment for board and care only	10	1	.....	.....
Legal custody only	5	.....	(1)	.....

*Less than 1 percent.

[1] Percentage not computed; base less than 100.

Appendix Table 14. Principal service, percent distribution of children in selected whereabouts

Principal service	Percent distribution					
	Public agencies			Voluntary agencies		
	With parents	In foster family home	In institution for dependent and neglected children	With parents	In foster family home	In institution for dependent and neglected children
Total	100	100	100	100	100	100
Adoption service	3	7	2	(*)	28	1
Preadoptive study of child	(*)	4	1	(*)	14	1
Planning placement for adoption	(*)	3	1	(*)	14	.....
Preadoption supervision in adoptive home	(*)	(*)	.....	(*)	(*)	.....
Investigation for court of independent placement	3	(*)	.....	(*)	.....	.....
Foster care service	12	74	50	9	61	79
Planning foster care placement	2	1	1	2	2	1
Casework service to children in foster care	(*)	73	49	(*)	59	78
After-care service	10	(*)	(*)	7	(*)	.....

*Less than 1 percent.

Appendix Table 14. Principal service, percent distribution of children in selected whereabouts—Continued

Principal service	Percent distribution					
	Public agencies			Voluntary agencies		
	With parents	In foster family home	In institution for dependent and neglected children	With parents	In foster family home	In institution for dependent and neglected children
Other casework service	71	10	10	74	10	15
Related to problems of child's adjustment	39	6	5	53	7	13
Related to neglect, abuse or exploitation	27	4	5	9	1	2
For youth in conflict with law	3	(*)	(*)	(*)	.....	.....
For unmarried mothers	2	(*)	(*)	12	2	(*)
Other services	13	2	4	17	1	1
Intake study	3	1	2	6	(*)	1
Investigation for court	2	(*)	1	(*)	(*)	.....
Day care service	(*)	(*)	.....	4	.....	.....
Homemaker service	1	(*)	.....	3	(*)	.....
Other	7	1	1	4	1	(*)
Purchase, payment, legal custody	1	7	34	(*)	(*)	4
Purchase of service or care	(*)	6	29	(*)	(*)	3
Payment for board and care only	(*)	1	3	.....	(*)	.....
Legal custody only	1	(*)	2	(*)	(*)	1

*Less than 1 percent.

Appendix Table 15. Principal service to children living with parents; public agencies

Principal service	Percent distribution				
	All children	Neglected or abused children	Emotionally disturbed children	Conflict in parent-child relationship	Mentally retarded children
Total	100	100	100	100	100
Adoption service:					
Preadoptive study of child	(*)	(*)			
Planning placement for adoption	(*)	(*)			
Preadoption supervision in adoptive home	(*)	(*)			(*)
Investigation for court of independent placement	3	(*)	(*)	(*)	
Foster care service:					
Planning foster care placement	2	1	2	(*)	19
Casework service to children in foster care					
After-care service	10	8	10	9	1
Other casework service:					
Related to problems of child's adjustment	39	17	76	80	63
Related to neglect, abuse or exploitation	27	67	3	5	4
For youth in conflict with law	3	(*)	3	1	1
For unmarried mothers	2	(*)	(*)	1	(*)
Other services:					
Intake study	3	4	3	2	6
Investigation for court	2	1	1	1	1
Day care service	(*)	(*)	(*)		
Homemaker service	1	(*)		(*)	
Other, not specified	7	1	2	1	3
Purchase, payment, legal custody:					
Purchase of service or care	(*)	(*)	(*)		1
Payment for board and care only	(*)	(*)		(*)	
Legal custody only	1	1	(*)	(*)	1

*Less than 1 percent.

Appendix Table 16. Principal service to children living with parents; voluntary agencies

Principal service	Percent distribution				
	All children	Neglected or abused children	Emotionally disturbed children	Conflict in parent-child relationship	Mentally retarded children
Total	100	100	100	100	100
Adoption service:					
Preadoptive study of child	(*)	.....	(*)	(*)	.....
Planning placement for adoption	(*)	.....	.....	.....	.....
Preadoption supervision in adoptive home	(*)	(*)	.....	.....	.....
Investigation for court of independent placement	(*)	.....	.....	.....	.....
Foster care service:					
Planning foster care placement	2	1	(*)	1	.....
Casework service to children in foster care	.....	.....	.....	.....	.....
After-care service	7	7	4	10	.....
Other casework service:					
Related to problems of child's adjustment	53	78	87	35	.....
Related to neglect, abuse or exploitation	9	1	1	50	.....
For youth in conflict with law	(*)	(*)	.....	.....	.....
For unmarried mothers	12	1	1	.....	.....
Other services:					
Intake study	6	10	6	3	.....
Investigation for court	(*)	.....	.....	1	.....
Day care service	4	(*)	(*)	(*)	.....
Homemaker service	3	(*)	.....	(*)	.....
Other, not specified	4	2	1	(*)	.....
Purchase, payment, legal custody:					
Purchase of service or care	(*)	(*)	(*)	.....	.....
Payment for board and care only	.....	.....	.....	.....	.....
Legal custody only	(*)	(*)	.....	.....	.....

*Less than 1 percent.

Appendix Table 17. Selected principal problems, percent distribution of children by principal service; public agencies

Principal service [1]	Percent distribution						
	Emotional or behavior problem	Conflict in parent-child relationship	Neglect, abuse or exploitation	Mental retardation	Parents not married to each other	Illness of parent	Other problems [2]
Total	100	100	100	100	100	100	100
Adoption service	3	2	4	(*)	45	3	47
Preadoptive study of child	1	(*)	1	(*)	9	1	2
Planning placement for adoption	(*)	1	1	(*)	6	1	1
Preadoption supervision in adoptive home	1	1	2	(*)	23	1	12
Investigation for court of independent placement	1	(*)	(*)	.....	7	(*)	32
Foster care service	34	32	43	45	22	45	20
Planning foster care placement	2	1	1	11	(*)	2	(*)
Casework service to children in foster care	26	25	38	33	21	38	18
After-care service	6	6	4	1	1	5	2
Other casework service	52	55	42	42	16	30	13
Related to problems of child's adjustment	48	51	11	38	10	22	9
Related to neglect, abuse, or exploitation	2	3	31	3	2	8	4
For youth in conflict with law	2	1	(*)	1	(*)	(*)	.....
For unmarried mothers	(*)	(*)	(*)	(*)	4	(*)	(*)

Footnotes at end of table.

Appendix Table 17. Selected principal problems, percent distribution of children by principal service; voluntary agencies—Continued

Principal service [1]	Percent distribution						
	Emotional or behavior problem	Conflict in parent-child relationship	Neglect, abuse or exploitation	Mental retardation	Parents not married to each other	Illness of parent	Other problems [2]
Other services	4	4	4	7	10	10	16
Intake study	2	2	2	3	2	2	2
Investigation for court	1	1	1	1	1	1	2
Homemaker service	.....	(*)	(*)	.....	.....	3	1
Other	1	1	1	3	7	4	12
Purchase, payment, legal custody	7	7	7	6	7	12	3
Purchase of service or care	5	5	4	3	5	9	1
Payment for board and care only	1	1	1	1	1	2	1
Legal custody only	1	1	2	2	1	1	1

*Less than 1 percent.
[1] Day care service omitted; less than 1 percent in any column.
[2] These are not all other problems but problems reported as "Other: specify".

Appendix Table 18. Selected principal problems, percent distribution of children by principal service; voluntary agencies

Principal service [1]	Percent distribution						
	Emotional or behavior problem	Conflict in parent-child relationship	Neglect, abuse or exploitation	Mental retardation	Parents not married to each other	Illness of parent	Other problems [2]
Total	100	100	100	100	100	100	100
Adoption service	(*)	3	10	2	88	6	32
Preadoptive study of child	(*)	1	3	1	10	2	5
Planning placement for adoption	(*)	(*)	2	1	12	1	4
Preadoption supervision in adoptive home	(*)	2	5	.....	64	3	23
Foster care service	45	32	51	50	11	56	39
Planning foster care placement	1	(*)	1	4	1	2	1
Casework service to children in foster care	40	29	46	43	9	50	34
After-care service	4	3	4	3	1	4	4
Other casework service	46	60	35	37	2	22	7
Related to problems of child's adjustment	45	58	17	34	2	19	7
Related to neglect, abuse or exploitation	(*)	1	18	2	(*)	3	(*)
For youth in conflict with law	(*)	.....	.....	.....	.....	.....	.....
For unmarried mothers	1	1	(*)	1	(*)	.....	.....

Footnotes at end of table.

Appendix Table 18. Selected principal problems, percent distribution of children by principal service; voluntary agencies—Continued

Principal service [1]	Percent distribution						
	Emotional or behavior problem	Conflict in parent-child relationship	Neglect, abuse or exploitation	Mental retardation	Parents not married to each other	Illness of parent	Other problems [2]
Other services	7	5	3	10	(*)	15	22
Intake study	5	4	2	5	(*)	3	2
Day care service	(*)	(*)	(*)	.....	.....	1	1
Homemaker service	(*)	.....	(*)	1	.....	9	2
Other	2	1	1	4	(*)	2	17
Purchase, payment, legal custody	2	(*)	1	1	1	1	.....
Purchase of service or care	2	(*)	1	.....	(*)	(*)	.....
Legal custody only	(*)	(*)	(*)	1	1	1	.....

*Less than 1 percent.

[1] Investigation for court of independent adoption placement, other investigation for court and payment for board and care only, omitted; each less than 1 percent in any column.

[2] These are not all other problems but problems reported as "Other: specify".

Appendix Table 19. Selected principal services, percent distribution of children by principal problem; public agencies

Principal problem [1]	Percent distribution				
	Casework related to child's adjustment	Protective service	Casework service to child in foster family home	Casework service to child in institution	Purchase of service or care
Total	100	100	100	100	100
External to the child:					
Neglect, abuse or exploitation of child	18	81	49	32	35
Parents not married to each other	3	1	5	1	7
Child in need of guardianship	3	2	13	6	11
Illness of parent	8	5	11	6	16
Inadequate housing	1	1	1	1	(*)
Interpersonal relationships:					
Conflict in parent-child relationship	14	1	4	6	7
Problem of adjustment of the child on return from foster care	1	(*)	(*)	(*)	.....
Physical handicap of child causing problem of child's adjustment or problems in family	9	(*)	1	3	1
Child's behavior or condition:					
Emotional or behavior problem of child	20	1	6	18	11
Child in conflict with law	2	(*)	1	12	3
Mental retardation of child	6	1	2	10	2
Problems complicated or ill-defined:					
Pregnant girl or unmarried mother	1	(*)	(*)	1	1
Illness of child	1	1	(*)	(*)	(*)
Employment of mother	(*)	(*)	(*)	(*)	1
Unemployment of father	1	(*)	1	(*)	(*)
Financial need of family	9	4	2	2	3
Other	3	2	4	2	2

*Less than 1 percent.

[1] Child of agricultural migrant omitted; less than 1 percent in any column.

Appendix Table 20. Selected principal services, percent distribution of children by principal problem; voluntary agencies

Principal problem [1]	Percent distribution			
	Casework related to child's adjustment	Protective service	Casework service to child in foster family home	Casework service to child in institution
Total	100	100	100	100
External to the child:				
Neglect, abuse or exploitation of child	11	80	25	14
Parents not married to each other	2	(*)	14	1
Child in need of guardianship	1	3	9	3
Illness of parent	7	8	17	8
Inadequate housing	(*)	1	1	(*)
Interpersonal relationships:				
Conflict in parent-child relationship	25	2	7	13
Problem of adjustment of child on return from foster care	(*)	.....	(*)	(*)
Physical handicap of child causing problem of child's adjustment or problems in family	2	1	3	1
Child's behavior or condition:				
Emotional or behavior problem of child	40	2	13	50
Child in conflict with law	1	.....	(*)	2
Mental retardation of child	3	1	3	1
Problems complicated or ill-defined:				
Pregnant girl or unmarried mother	2	.....	(*)	(*)
Illness of child	1	.....	1	(*)
Employment of mother	1	(*)	2	2
Unemployment of father	(*)	(*)	1	(*)
Financial need of family	3	2	1	3
Other	1	(*)	3	2

*Less than 1 percent.

[1] Child of agricultural migrant omitted; less than 1 percent in any column.

Appendix Table 21. Child's whereabouts, percent distribution of children by age [1]

Whereabouts	Percent distribution								
	Total	Less than 1	1	2–4	5–9	10–13	14–17	18–20	21 and over
	Public agencies								
Total	100	2	5	15	25	22	23	7	1
With parent	100	1	4	15	29	22	22	6	1
In independent living arrangement	100	.....	.....	.....	.....	.....	13	64	23
With relative	100	(*)	2	12	25	23	28	9	1
In adoptive family home	100	28	21	22	16	8	4	1	(*)
In foster family boarding home	100	2	5	15	27	23	23	5	(*)
In free, wage or work home	100	1	3	11	18	16	26	22	3
In institution:									
For dependent and neglected children	100	1	1	5	20	32	35	6	(*)
Maternity home for unmarried mothers	100	1	.....	2	.....	2	33	56	6
For emotionally disturbed children	100	.....	.....	.....	10	29	49	11	1
For delinquent children	100	(*)	.....	.....	(*)	12	72	16	(*)
For mentally retarded children	100	1	3	8	20	25	28	12	3

Footnotes at end of table.

Appendix Table 21. Child's whereabouts, percent distribution of children by age [1]—Continued

Whereabouts	Percent distribution								
	Total	Less than 1	1	2–4	5–9	10–13	14–17	18–20	21 and over
	Voluntary agencies [2]								
Total	100	12	16	11	15	17	18	8	3
With parent	100	2	2	10	22	22	28	11	3
In independent living arrangement	100	.....	.....	.....	.....	.....	7	34	59
With relative	100	2	2	4	18	17	29	23	5
In adoptive family home	100	55	30	11	4	2	1	(*)	.....
In foster family boarding home	100	17	10	16	21	15	16	5	(*)
In free, wage or work home	100	25	14	11	11	13	14	10	2
In institution:									
For dependent and neglected children	100	(*)	1	1	15	43	35	5	(*)
Maternity home for unmarried mothers	100	2	.....	.....	.....	(*)	27	46	25
For emotionally disturbed children	100	(*)	(*)	(*)	13	44	39	4	.....

*Less than 1 percent.

[1] Except for children in adoptive homes all children born in 1961 are counted as less than 1 year old, all children born in 1960 are counted as 1 year old at birthday in 1961, etc. Ages of children in adoptive homes have been computed accurately by months up to 7 years..

[2] Percent distribution not computed where base less than 100.

Appendix Table 22. Child's age,[1] percent distribution of children by whereabouts

Whereabouts	Percent distribution							
	Less than 1	1	2–4	5–9	10–13	14–17	18–20	21 and over
	Publ c agencies							
Total	100	100	100	100	100	100	100	(2)
With parent	23	26	40	44	40	36	31	.....
In independent living arrangement	.....	.....	.....	.....	.....	1	10	.....
With re ative	2	3	6	8	9	9	10	.....
In adoptive family home	27	40	15	5	3	1	1	.....
In fos.er family boarding home	42	27	34	35	34	31	23	.....
In free, wage or work home	1	1	1	1	1	2	5	.....
In institution:								
For dependent and neglected children	3	1	2	4	8	8	4	.....
Maternity home for unmarried mothers	(*)	.....	.....	.....	(*)	(*)	2	.....
For emot onally disturbed children	.....	.....	.....	(*)	1	1	1	.....
For delinquent children	.....	.....	.....	(*)	1	7	4	.....
For mentally retarded children	(*)	1	1	1	1	1	1	.....
Elsewhere	2	1	1	2	2	3	8	.....

Footnotes at end of table.

Appendix Table 22. Child's age,[1] percent distribution of children by whereabouts—Continued

Whereabouts	Percent distribution							
	Less than 1	1	2–4	5–9	10–13	14–17	18–20	21 and over
	Voluntary agencies							
Total	100	100	100	100	100	100	100	100
With parent	4	4	22	36	34	37	36	26
In independent living arrangement	.....	.....	.....	.....	.....	1	11	47
With relative	(*)	(*)	1	3	2	4	7	4
In adoptive family home	48	76	35	7	2	1	1	.....
In foster family boarding home	40	17	38	39	26	23	16	2
In free, wage or work home	6	3	3	2	2	2	4	2
In institution:								
For dependent and neglected children	(*)	(*)	(*)	5	13	9	3	(*)
Maternity home for unmarried mothers	(*)	.....	.....	.....	(*)	3	11	14
For emotionally disturbed children	(*)	(*)	(*)	5	17	13	3	.....
For delinquent children	.....	.....	.....	.....	(*)	2	1	(*)
For mentally retarded children	.....	(*)	(*)	1	1	(*)	(*)	.....
Elsewhere	2	(*)	1	2	3	5	7	5

*Less than 1 percent.
[1] See footnote 1, table 21.
[2] Percent distribution not computed where base less than 100 children.

Appendix Table 23. Child's age, statistical measures, by whereabouts

Whereabouts	Median		Arithmetic mean		1st quartile		3d quartile	
	Public agencies	Voluntary agencies	Public agencies	Voluntary agencies	Public agencies	Voluntary agencies	Public agencies	Voluntary agencies
Total	11	9	10	9	6	2	15	15
With parent	10	13	10	12	6	8	15	16
In independent living arrangement	20	22	20	24	19	20	21	27
With relative	12	15	11	14	7	10	16	18
In adoptive family home [1]	2	1	4	2	11 mo.	7 mo.	6	2
In foster family boarding home	10	7	10	7	6	2	15	13
In free, wage or work home	14	4	13	7	8	1	19	15
In institution:								
For dependent and neglected children	13	13	12	13	10	11	16	15
Maternity home for unmarried mothers	19	19	18	20	16	18	20	21
For emotionally disturbed children	15	13	14	13	13	11	17	16
For delinquent children	16	17	16	16	15	16	18	18
For mentally retarded children	13	12	12	11	9	8	17	15

[1] With the exception of the arithmetic mean the ages of children under 7 years old in adoptive homes were calculated in months from the date of birth to the date of the study in each agency. All other measures are related to the age that the child would be at his birthday in 1961.

Appendix Table 24. Marital status of parents, percent distribution [1] of children by whereabouts of child, public agencies

Martial status of parents	With parent				In independent living arrangements	With relative	In adoptive home	In foster family home	In group home	In institution for—					Elsewhere
	Total [2]	With both parents	With mother	With father						Dependent and neglected children	Emotionally disturbed children	Delinquent children	Mentally retarded children	Other institution	
Total	37	17	18	3	1	8	7	33	(*)	6	(*)	2	1	(*)	(*)
Married and living together	62	62	.....	.....	1	4	2	19	(*)	3	(*)	2	1	(*)	(*)
Divorced	42	.....	36	6	1	9	4	30	(*)	6	1	2	1	1	2
Mother remarried	44	.....	39	4	1	10	4	29	(*)	5	1	2	(*)	(*)	2
Father remarried	41	.....	28	13	2	8	3	33	(*)	8	(*)	2	1	(*)	(*)
Both remarried	40	.....	30	9	2	10	4	29	1	7	(*)	3	(*)	(*)	1
Neither remarried	53	.....	47	6	1	6	3	25	(*)	5	1	1	1	(*)	1
Remarriage not reported	26	.....	23	3	1	10	8	37	1	9	(*)	2	(*)	1	3
Separated or deserted	30	.....	25	5	1	9	4	44	(*)	8	(*)	2	(*)	(*)	2
Separated	28	.....	24	4	1	9	4	44	(*)	8	(*)	2	(*)	(*)	(*)
Father deserting	40	.....	40	.....	1	7	2	36	(*)	6	(*)	2	(*)	(*)	(*)
Mother deserting	18	.....	1	17	1	10	3	50	(*)	11	1	2	.....	(*)	1
Father dead	38	.....	38	.....	2	8	3	33	1	7	1	3	1	1	2

Mother remarried	33	.....	33	.....	2	9	3	33	1	8	1	5	1	1	2
Mother not remarried	46	.....	46	.....	1	8	2	29	(*)	6	1	2	2	(*)	2
Remarriage not reported	4	.....	3	.....	3	11	7	58	.....	11	2	2	1	2	1
Mother dead	18	.....	.....	18	3	19	3	41	(*)	9	1	3	1	1	2
Father remarried	23	.....	.....	22	3	19	2	37	1	7	1	3	2	(*)	1
Father not remarried	22	.....	.....	22	2	17	2	39	(*)	10	(*)	2	1	(*)	1
Remarriage not reported	2	.....	.....	2	5	22	7	49	(*)	9	.....	2	(*)	(*)	2
Both parents dead	.....	.....	.....	.....	5	34	5	36	.....	10	2	3	1	2	3
Parents not married to each other	24	2	21	1	1	6	18	43	(*)	4	(*)	1	(*)	(*)	(*)

*Less than 1 percent.
[1] All percentages rounded independently; totals may not be the sum of individual items.
[2] Total includes a few children incorrectly reported with both parents or with the absent parent.

Appendix Table 25. Marital status of parents, percent distribution [1] of children by whereabouts of child, voluntary agencies

Marital status [2]	With parent				In independent living arrangement	With relative	In adoptive home	In foster family home	In group home	In institution for—						Elsewhere
	Total [2]	With both parents	With mother	With father						Dependent and neglected children	Maternity home for unmarried mothers	Emotionally disturbed children	Delinquent children	Mentally retarded children	Other institution	
Total	25	13	10	2	3	2	23	30	1	5	2	6	1	(*)	1	1
Married and living together	55	55	.....	.....	4	2	4	16	1	3	5	8	1	1	1	2
Divorced	31	.....	26	5	3	3	4	30	1	9	2	12	1	(*)	(*)	2
Mother remarried	28	.....	26	2	3	3	4	34	1	11	1	11	1	.....	1	2
Father remarried	32	.....	22	10	4	3	2	28	3	12	1	13	1	.....	1	2
Both remarried	30	.....	22	7	6	3	2	28	1	6	5	16	2	.....	(*)	2
Neither remarried	41	.....	36	5	1	2	4	28	(*)	7	2	11	(*)	.....	(*)	3
Remarriage not reported	22	.....	20	2	4	4	15	33	1	8	(*)	11	1	(*)	.....	2
Separated or deserted	27	.....	23	4	1	2	8	43	(*)	9	1	5	(*)	(*)	1	2
Separated	27	.....	24	3	1	2	8	43	1	8	1	5	(*)	.....	1	2
Father deserting	30	.....	30	.....	(*)	1	7	37	.....	12	(*)	6	(*)	1	2	3
Mother deserting	14	.....	.....	14	.....	4	4	58	.....	13	.....	5	.....	.....	2	.....
Father dead	34	.....	34	.....	8	4	3	22	1	10	3	9	2	(*)	1	2

Mother remarried	31	.....	31	.....	8	5	1	24	2	12	2	9	1	.....	(*)	3
Mother not remarried	39	.....	39	.....	9	3	3	19	1	8	3	9	2	(*)	2	2
Mother dead	14	.....	.....	14	4	8	1	39	1	17	1	10	(*)	(*)	1	2
Father remarried	17	.....	.....	17	4	7	1	33	2	14	2	15	1	.....	1	2
Father not remarried	14	.....	.....	14	3	9	1	41	2	19	1	7	(*)	(*)	1	2
Both parents dead	.....	.....	.....	.....	17	17	8	28	3	8	2	9	1	.....	1	6
Parents not married to each other	4	(*)	3	(*)	(*)	1	55	36	(*)	1	(*)	2	(*)	(*)	1	1

*Less than 1 percent.
[1] All percentages rounded independently; totals may not be the sum of individual items.
[2] Percent distribution not computed where base less than 100.

Appendix Table 26. Whereabouts of child, percent distribution [1] of children by month and year of last contact or service by a public agency

Month and year of last contact	Total	In home of parent	In home of relative	In adoptive family home	In foster family home		In institution for—				Elsewhere
					Boarding	Free	Dependent and neglected children	Emotionally disturbed children	Delinquent children	Mentally retarded and physically disabled	
Total	100	100	100	100	100	100	100	100	100	100	100
1961:											
June	8	7	9	8	8	9	8	29	9	2	11
May	13	11	12	12	16	13	12	13	12	13	13
April	15	14	14	13	16	15	15	12	5	7	13
March	34	33	31	31	37	27	31	28	45	21	36
February	9	10	10	10	8	11	8	4	8	7	7
January	5	6	5	7	4	7	5	4	6	7	5
1960:											
December	3	4	3	3	3	4	5	2	3	8	3
November	2	2	2	2	1	2	3	1	1	4	2
October	2	2	2	2	1	1	2	1	2	3	1
September	1	2	2	2	1	1	2	1	1	2	1
August	1	2	2	2	1	2	1	.....	2	2	1
July	1	1	1	1	1	1	1	1	1	1	1
January–June	3	3	4	4	2	4	4	2	3	9	3
No contact in 1960 or 1961	3	3	3	3	1	3	3	2	2	14	3

[1] Percent distribution not computed where base less than 100.

Appendix Table 27. Whereabouts of child, percent distribution [1] of children by month and year of last contact or service by a voluntary agency

Month and year of last contact	Total	In home of parent	In home of relative	In adoptive family home	In foster family home		In institution for—			Elsewhere
					Boarding	Free	Dependent and neglected children	Unmarried mothers	Emotionally disturbed children	
Total	100	100	100	100	100	100	100	100	100	100
1962:										
January	(*)	1	(*)	.....	1	.....	(*)	.....	1	1
1961:										
December	(*)	(*)	.....	.....	(*)	.....	.....	.....	.....	(*)
November	1	1	.....	(*)	(*)	.....	.....	.....	2	(*)
October	3	5	3	1	3	(*)	(*)	1	5	6
September	14	17	17	9	14	10	13	22	15	15
August	6	7	6	10	4	3	1	11	5	8
July	5	4	4	5	4	2	1	3	16	6
June	25	28	20	20	30	22	15	24	27	19
May	29	21	23	31	33	37	50	33	23	33
April	9	8	13	13	8	16	7	3	4	4
March	4	5	6	6	3	7	5	3	1	4
February	1	1	2	3	(*)	1	1	.....	.....	1
January	1	1	1	1	(*)	1	(*)	.....	1	1
1960:										
December	1	1	1	(*)	(*)	.....	5	.....	.....	2
November	(*)	(*)	2	(*)	(*)	(*)	1	.....	(*)	(*)
October	(*)	(*)	(*)	(*)	(*)	(*)	(*)	.....	(*)	.....
September	(*)	(*)	.....	(*)	(*)	.....	.....	.....	.....	(*)
August	(*)	(*)	.....	(*)	(*)	(*)	.....	.....	(*)	(*)
July	(*)	(*)	.....	(*)	(*)	.....	(*)	.....	(*)	(*)
January–June	1	(*)	1	1	(*)	1	1	.....	(*)	(*)
No contact in 1960, 1961, or 1962	(*)	(*)	1	(*)	(*)	.....	.....	.....	.....	(*)

*Less than 1 percent.

[1] Percent distribution not computed where base less than 100.

Appendix Table 28. Functions of voluntary member agencies of the Child Welfare League of America providing services shown in CWLA directory

Service reported in CWLA directory	Total	Participating in study	Replying to follow-up	Not replying
Total number of agencies [1]	178	127	18	33
Percent distribution by services	.....	100	100	100
Adoption	123	16	15	15
Foster family care	137	18	15	14
Care in other institution	59	7	7	9
Care in own institution	42	6	4	5
Casework in own or relative's home	109	13	15	12
Casework for other agency	34	4	6	6
Day care	11	1	.....	2
Family day care	11	1	2	1
Homemaker service	30	4	2	4
Group home care	21	3	5	2
Institution exclusively for disturbed children	22	3	5	3
Protective service	33	4	4	6
Specialized boarding home care for emotionally disturbed children	36	5	6	8
Service to unmarried mothers	115	15	14	13

[1] Excluding agencies providing day care only and agencies devoted exclusively to research and education.

Appendix Table 29. Percentage of not reported items and obvious errors in reports from public and voluntary agencies

Schedule item	Percentage of schedules tabulated					
	Public agencies			Voluntary agencies		
	Total	Not reported	Obvious errors	Total	Not reported	Obvious errors
3. Source of report (State or county)	(*)	(*)	.....	.....	.....	.....
6. Year of birth	.4	.3	.1	.4	.4	.....
7. Sex	.2	.2	.....	.....	.....	.....
8. Color	.4	.4	(*)	.2	.2	.....
9. Present status of case	.1	.1	.....	.3	.3	.....
10. Reopened case, year reopened	4.5	4.2	.3	.4	.2	.2
11. Year last closed	6.8	6.8	.....	4.4	3.7	.7
12. Year first opened for service	.6	.6	.....	1.1	1.1	.....
13. Number of placements by reporting agency	4.3	4.3	(*)	.3	.3	.....
14. Number of prior placements by other agency	9.7	9.5	.1	4.0	4.0	.....
15. Source of referral	.6	.6	(*)	.7	.7	.....
16. Legal custody	1.4	1.3	(*)	2.8	2.8	.....
17. Whereabouts	.7	.6	(*)	.2	.2	.....
18. Who pays for foster care	3.8	1.9	1.9	6.5	6.3	.1
19. Payments by parent or parents for care	4.9	3.1	1.7	7.9	7.8	.1
20. Marital status	2.5	2.2	.3	1.3	1.3	.....
21. Presence of stepparent in own home	9.1	9.0	(*)	5.8	5.7	(*)
22. Public assistance status	4.5	4.5	(*)	.....	.....	.....

*Less than one-tenth of 1 percent.

Appendix Table 29. Percentage of not reported items and obvious errors in reports from public and voluntary agencies—Continued

Schedule item	Percentage of schedules tabulated					
	Public agencies			Voluntary agencies		
	Total	Not reported	Obvious errors	Total	Not reported	Obvious errors
23. OASDI benefits	(*)	(*)	.....	.....	.....	.....
24. Railroad Retirement benefits	.....	.....	.....	.....	.....	.....
25. Veterans benefits	.....	.....	(*)	.....	.....	.....
26. Principal problem	.9	.9	(*)	.5	.5	.....
27. Classification of service	(*)	(*)	.....	.....	.....	.....
28. Principal service	1.1	.9	.2	.8	.7	(*)
29. Casework service for parent or parents	8.0	8.0	.....	2.7	2.7	.....
30. Another child welfare agency giving service	1.2	1.1	.1	.1	.1	.....
31. Principal service given by other agency	8.2	6.4	1.8	.....	.....	.....
32. Date of last contact with case	4.7	(*)	4.7	.8	.8	.....
33a. Method of contact	6.3	6.2	.1	8.1	8.1	.....
33b. Person contacted	6.9	6.8	.1	.5	.5	.....
36. Future plan indicated for child in foster care	11.7	9.9	1.7	6.4	5.6	.8

*Less than one-tenth of 1 percent.

APPENDIX D

State Tables

Appendix Table 30. State samples for public child welfare services, 1961

State	Total child count [1]	Individual reports received		Tabulated for this report	
		Schedules	Punch cards	Sampling percentage	Number
Total [2]	377,117	15,074	43,128	13.22	49,838
Alabama	11,505	.....	1,108	9.63	1,108
Arizona	2,966	730	.....	24.61	730
Arkansas	2,172	471	.....	21.69	471
California	7,810	.....	1,562	20.00	1,562
Colorado	4,238	.....	509	12.01	509
Connecticut	6,200	.....	1,104	17.80	1,104
Delaware	1,637	551	.....	33.66	551
District of Columbia	4,580	.....	458	10.00	458
Florida	4,232	.....	529	12.50	529
Georgia	5,065	.....	1,013	20.00	1,013
Hawaii	1,286	643	.....	50.00	643
Idaho	298	298	.....	100.00	298
Illinois	6,348	.....	6,348	25.00	1,587
Indiana	12,751	672	.....	5.27	672
Iowa	3,153	.....	2,680	28.32	893
Kansas	2,497	624	.....	24.99	624
Kentucky	5,915	1,130	.....	19.10	1,130
Louisiana	8,786	.....	1,144	13.02	1,144
Maine	3,580	.....	537	15.00	537
Maryland	10,384	.....	733	7.06	733
Massachusetts	5,870	.....	587	10.00	587
Michigan	2,952	[3] 738	.....	25.00	738
Minnesota	21,285	.....	2,138	10.04	2,138
Mississippi	16,435	.....	1,485	9.04	1,485
Missouri	5,269	.....	1,064	20.19	1,064
Montana	1,136	.....	1,136	100.00	1,136
Nebraska	1,840	.....	1,806	98.15	1,806
Nevada	510	458	.....	89.80	458
New Hampshire	2,224	556	.....	25.00	556
New Jersey	8,440	.....	844	10.00	844
New Mexico	2,515	.....	503	20.00	503
New York	40,740	1,487	.....	3.65	1,487
North Carolina	20,445	.....	2,033	9.94	2,033
North Dakota	3,392	.....	677	19.96	677
Ohio	28,248	.....	2,809	9.94	2,809
Oklahoma	3,167	570	.....	18.00	570
Oregon	7,172	.....	771	10.75	771
Pennsylvania	24,437	1,164	.....	4.76	1,164
Puerto Rico	10,096	.....	960	9.51	960
Rhode Island	1,779	.....	593	33.33	593
South Carolina	6,076	579	.....	9.53	579
South Dakota	1,057	.....	1,057	100.00	1,057
Tennessee	6,017	639	.....	10.62	639
Texas	2,724	.....	2,724	33.33	908
Utah	1,953	.....	651	33.33	651
Vermont	2,103	525	.....	24.96	525
Virgin Islands	549	234	.....	42.62	234
Virginia	13,535	1,304	.....	9.63	1,304
Washington	8,181	.....	2,763	33.77	2,763
West Virginia	8,020	.....	802	10.00	802
Wisconsin	13,160	1,314	.....	9.98	1,314
Wyoming	387	387	.....	100.00	387

[1] Percentages in following State tables may be related to the figures in this column.
[2] Alaska did not participate in the study.
[3] After reduction of stratified sample to proportionate sample.

Appendix Table 31. Difference between inflated State samples for public child welfare services and annual report for 1961

State	Annual report, 1961 [1]	Difference between inflated samples and annual report [2]	State	Annual report, 1961 [1]	Difference between inflated samples and annual report [2]
Total	403, 900	−26, 783	Montana	1, 136	0
			Nebraska	1, 884	−44
Alabama	11, 504	+1	Nevada	510	0
Alaska	747	−747	New Hampshire	2, 224	0
Arizona	3, 203	−237	New Jersey	8, 939	−499
Arkansas	2, 527	−355	New Mexico	2, 596	−81
California	23, 261	−15, 451	New York	39, 531	+1, 209
Colorado	4, 237	+1	North Carolina	19, 202	+1, 243
Connecticut	6, 200	0	North Dakota	3, 392	0
Delaware	1, 734	−97	Ohio	28, 138	+110
District of Columbia	4, 775	−195	Oklahoma	4, 185	−1, 018
Florida	5, 649	−1, 417	Oregon	7, 370	−198
Georgia	5, 464	−399	Pennsylvania	26, 598	−2, 161
Hawaii	1, 311	−25	Puerto Rico	9, 445	+651
Idaho	400	−102	Rhode Island	1, 655	+124
Illinois	6, 102	+246	South Carolina	6, 118	−42
Indiana	12, 751	0	South Dakota	1, 099	−42
Iowa	3, 100	+53	Tennessee	6, 113	−96
Kansas	2, 514	−17	Texas	2, 479	+245
Kentucky	6, 534	−619	Utah	2, 152	−199
Louisiana	8, 754	+32	Vermont	2, 103	0
Maine	3, 712	−132	Virgin Islands	549	0
Maryland	10, 734	−350	Virginia	13, 494	+41
Massachusetts	6, 171	−301	Washington	8, 363	−182
Michigan	3, 324	−372	West Virginia	8, 058	−38
Minnesota	24, 581	−3, 296	Wisconsin	13, 438	−278
Mississippi	16, 435	0	Wyoming	417	−30
Missouri	7, 034	−1, 765			

[1] Child Welfare Statistics, Children's Bureau Statistical Series, No. 66, table 31.
[2] Inflated State samples are the same as total child count, appendix table 30.

Appendix Table 32. The national sample for public child welfare services, 1961

State	National sample (theoretical)		National sample	
	Percentage [1]	Number	Sub-sample percentage [2]	Drawn by machine
Total	6.5	24,453	49	24,285
New York	2	815	55	817
Ohio	3	847	30	843
Pennsylvania	4	977	84	978
Minnesota	4	851	40	856
North Carolina	4	818	40	813
Mississippi	5	822	55	816
Virginia	6	812	62	815
Wisconsin	6	790	60	788
Indiana	6	765	100	672
Alabama	6	690	62	692
Maryland	7	727	100	733
Puerto Rico	7	707	[3] 65	[3] 620
Louisiana	7	615	54	619
New Jersey	7	591	70	591
Washington	8	654	24	654
West Virginia	8	642	80	642
California	8	625	40	625
Oregon	8	574	74	579
Illinois	9	571	36	579
Connecticut	9	558	51	552
South Carolina	9	547	94	541
Tennessee	9	542	85	543
Kentucky	9	532	47	532
Massachusetts	9	528	90	529
Missouri	9	474	45	473
Georgia	9	456	45	450
District of Columbia	10	458	100	458
Colorado	10	424	83	433
Florida	10	423	80	424
Maine	11	394	73	403
North Dakota	11	373	55	371
Oklahoma	11	348	61	342
Iowa	11	347	39	347
Arizona	12	356	49	356
Michigan	12	354	48	354
Texas	12	327	36	327
New Mexico	12	302	60	301
Kansas	12	300	48	300
New Hampshire	12	267	48	268
Arkansas	12	261	55	258
Vermont	12	252	48	252
Utah	13	254	39	260
Nebraska	13	239	13	234
Rhode Island	13	231	39	237
Delaware	13	213	39	220
Hawaii	14	180	28	176
Montana	14	159	14	157
South Dakota	15	159	15	152
Virgin Islands	16	88	38	88
Nevada	17	87	19	88
Wyoming	18	70	18	70
Idaho	19	57	19	57

[1] Based on total child count, figures in first column of appendix table 30.

[2] Based on numbers tabulated, figures in last column of appendix table 30.

[3] Total child count for Puerto Rico was corrected after national sample was drawn; hence the number drawn for the national sample was smaller than the theoretical number.

Appendix Table 33. Standard errors of percentages, by State, 1961

State	Chances are 2 out of 3 that the following percentages shown in tables for each State would differ from the proportion based on a full count or a count on a different day by less than the standard error shown below [1]				
Percentage	2 or 98	5 or 95	10 or 90	25 or 75	50
Alabama	0.4	0.7	0.9	1.3	1.5
Arizona	.5	.8	1.1	1.6	1.8
Arkansas	.6	1.0	1.4	2.0	2.3
California	.4	.5	.8	1.1	1.3
Colorado	.6	1.0	1.3	1.9	2.2
Connecticut	.4	.7	.9	1.3	1.5
Delaware	.6	.9	1.3	1.8	2.1
District of Columbia	.7	1.0	1.4	2.0	2.3
Florida	.6	.9	1.3	1.9	2.2
Georgia	.4	.7	.9	1.4	1.6
Hawaii	.5	.9	1.2	1.7	2.0
Idaho [2]	.8	1.3	1.7	2.5	2.9
Illinois	.3	.5	.8	1.1	1.3
Indiana	.5	.8	1.2	1.7	1.9
Iowa	.5	.7	1.0	1.4	1.7
Kansas	.6	.9	1.2	1.7	2.0
Kentucky	.4	.6	.9	1.3	1.5
Louisiana	.4	.6	.9	1.3	1.5
Maine	.6	.9	1.3	1.9	2.2
Maryland	.5	.8	1.1	1.6	1.8
Massachusetts	.6	.9	1.2	1.8	2.1
Michigan	.5	.8	1.1	1.6	1.8
Minnesota	.3	.5	.6	.9	1.1
Mississippi	.4	.6	.8	1.1	1.3
Missouri	.4	.7	.9	1.3	1.5
Montana [2]	.4	.6	.9	1.3	1.5
Nebraska	.3	.5	.7	1.0	1.2
Nevada	.7	1.0	1.4	2.0	2.3
New Hampshire	.6	.9	1.3	1.8	2.1
New Jersey	.5	.7	1.0	1.5	1.7
New Mexico	.6	1.0	1.3	1.9	2.2
New York	.4	.6	.8	1.1	1.3
North Carolina	.3	.5	.7	1.0	1.1
North Dakota	.5	.8	1.2	1.7	1.9
Ohio	.3	.4	.6	.8	.9
Oklahoma	.6	.9	1.3	1.8	2.1
Oregon	.5	.8	1.1	1.6	1.8
Pennsylvania	.4	.6	.9	1.3	1.5
Puerto Rico	.4	.7	1.0	1.4	1.6
Rhode Island	.6	.9	1.2	1.8	2.1
South Carolina	.6	.9	1.2	1.8	2.1
South Dakota [2]	.4	.7	.9	1.3	1.5
Tennessee	.6	.9	1.2	1.7	2.0
Texas	.5	.7	1.0	1.4	1.7
Utah	.5	.9	1.2	1.7	2.0
Vermont	.6	.9	1.3	1.9	2.2
Virgin Islands	.9	1.4	2.0	2.8	3.3
Virginia	.4	.6	.8	1.2	1.4
Washington	.3	.4	.6	.8	.9
West Virginia	.5	.8	1.1	1.5	1.8
Wisconsin	.4	.6	.8	1.2	1.4
Wyoming	.7	1.1	1.5	2.2	2.5

[1] Standard errors of proportions computed on the formula of the square root of pq divided by n, where n is the State sample.

[2] Tabulations for these States are based on 100 percent samples.

Appendix Table 34. Number of voluntary member agencies of the Child Welfare League of America, by State, and number participating in the study, 1961 [1]

State	Total	Participating in the 1961 study	State	Total	Participating in the 1961 study
Total	178	127	Montana	...	...
			Nebraska	1	1
Alabama	2	1	Nevada	...	...
Arizona	...	...	New Hampshire	1	1
Arkansas	...	...	New Jersey	5	1
California	11	10	New Mexico	...	...
Colorado	1	1	New York	19	12
Connecticut	8	5	North Carolina	2	1
Delaware	1	1	North Dakota	...	...
Dist. Columbia	1	...	Ohio	17	16
Florida	4	3	Oklahoma	1	...
Georgia	2	1	Oregon	1	...
Hawaii	1	1	Pennsylvania	12	7
Idaho	...	...	Puerto Rico	...	...
Illinois	14	10	Rhode Island	1	...
Indiana	5	3	South Carolina	1	1
Iowa	3	1	South Dakota	...	...
Kansas	2	1	Tennessee	3	3
Kentucky	1	1	Texas	4	1
Louisiana	2	2	Utah	...	...
Maine	[2] 2	([2])	Vermont	2	1
Maryland	4	2	Virgin Islands	...	...
Massachusetts	14	12	Virginia	4	4
Michigan	7	7	Washington	4	4
Minnesota	5	2	West Virginia	...	...
Mississippi	...	...	Wisconsin	5	4
Missouri	7	6	Wyoming	...	...

[1] Based on CWLA Directory of Member Agencies, 1959–60, excluding agencies exclusively devoted to day care, homemaker services, or research and education.

[2] Excluding New England Home for Little Wanderers, Boston, which reported.

Appendix Table 35. Principal problem reported for children receiving services from public child welfare agencies, 1961

Principal problem	Percent distribution [1]						
	Alabama	Arizona	Arkansas	California	Colorado	Connecticut	Delaware
Total	100	100	100	100	100	100	100
External to the child:							
Neglect, abuse or exploitation of child	26	47	41	27	29	66	66
Parents not married to each other	5	8	15	5	5	16	4
Child in need of guardianship	7	14	6	3	4	4	12
Illness of parent	10	6	8	14	11	8	6
Inadequate housing	(*)	.....	.....	(*)	1	.....	.....
Child of agricultural migrant	.....	.....	.....	.....	(*)	.....	(*)
Interpersonal relationships:							
Conflict in parent-child relationship	4	5	5	10	14	1	2
Problem of adjustment of the child on return from foster care	2	2	(*)	1	1	.....	.....
Physical handicap of child causing problem of child's adjustment or problems in family	1	2	3	2	1	.....	.....
Child's behavior or condition:							
Emotional or behavior problem of child	9	4	5	9	15	1	6
Child in conflict with law	6	1	4	1	1	.....	1
Mental retardation of child	1	2	3	2	3	3	1
Problems complicated or ill-defined:							
Pregnant girl or unmarried mother	1	3	3	1	2	(*)	.....
Illness of child	1	1	(*)	(*)	2	.....	(*)
Employment of mother	1	(*)	3	1	1	.....	.....
Unemployment of father	(*)	1	1	1	1	.....	(*)
Financial need of family	13	1	2	9	2	1	1
Other	12	3	2	14	8	(*)	1

Footnotes at end of table.

Appendix Table 35. Principal problem reported for children receiving services from public child welfare agencies, 1961—Continued

Principal problem	Percent distribution [1]								
	District of Columbia	Florida	Georgia	Hawaii	Idaho	Illinois	Indiana	Iowa	Kansas
Total	100	100	100	100	100	100	100	100	100
External to the child:									
Neglect, abuse or exploitation of child	14	43	28	34	29	36	35	35	30
Parents not married to each other	1	2	11	5	4	(*)	7	4	12
Child in need of guardianship	32	6	8	14	3	30	21	2	3
Illness of parent	4	17	3	4	8	8	5	6	2
Inadequate housing	2	(*)	(*)	1	.....	(*)	1	(*)	.....
Child of agricultural migrant	.....	.....	.....	.....	.....	.....	.....	.....	.....
Interpersonal relationships:									
Conflict in parent-child relationship	7	4	2	10	19	4	7	7	5
Problem of adjustment of the child on return from foster care	5	1	1	1	4	1	1	2	1
Physical handicap of child causing problem of child's adjustment or problems in family	2	1	2	1	5	5	1	3	6
Child's behavior or condition:									
Emotional or behavior problem of child	15	5	4	12	16	9	9	16	12
Child in conflict with law	3	1	5	1	2	(*)	2	1	11
Mental retardation of child	1	2	2	2	2	3	2	8	14
Problems complicated or ill-defined:									
Pregnant girl or unmarried mother	1	3	3	2	1	1	1	1	1
Illness of child	(*)	1	(*)	(*)	2	(*)	(*)	(*)	1
Employment of mother	1	(*)	.....	.....	.....	.....	.....	1	(*)
Unemployment of father	1	1	.....	1	.....	(*)	1	1	(*)
Financial need of family	5	6	(*)	1	3	1	3	4	2
Other	7	7	29	11	1	(*)	4	7	.....

Principal problem	Percent distribution [1]						
	Kentucky	Louisiana	Maine	Maryland	Massa-chusetts	Michigan	Minnesota
Total	100	100	100	100	100	100	100
External to the child:							
Neglect, abuse or exploitation of child	23	38	57	50	44	68	26
Parents not married to each other	8	8	3	6	11	3	23
Child in need of guardianship	12	7	6	3	7	4	6
Illness of parent	8	9	4	10	12	6	4
Inadequate housing	(*)	(*)	1	1	1	.....	(*)
Child of agricultural migrant	.....	.....	.....	.....	.....	.....	(*)
Interpersonal relationships:							
Conflict in parent-child relationship	8	3	6	4	4	3	5
Problem of adjustment of the child on return from foster care	5	1	(*)	1	(*)	1	1
Physical handicap of child causing problem of child's adjustment or problems in family	1	1	1	2	1	1	3
Child's behavior or condition:							
Emotional or behavior problem of child	8	5	6	8	7	5	6
Child in conflict with law	12	1	2	2	(*)	1	1
Mental retardation of child	2	3	3	1	1	1	11
Problems complicated or ill-defined:							
Pregnant girl or unmarried mother	2	(*)	1	(*)	.....	1	5
Illness of child	(*)	(*)	.....	.....	(*)	(*)	(*)
Employment of mother	.....	(*)	(*)	(*)	(*)	1	(*)
Unemployment of father	2	(*)	1	(*)	1	1	(*)
Financial need of family	6	4	5	3	5	2	3
Other	2	25	5	9	6	2	4

Footnotes at end of table.

Appendix Table 35. Principal problem reported for children receiving services from public child welfare agencies, 1961—Continued

Principal problem	Percent distribution [1]							
	Mississippi	Missouri	Montana	Nebraska	Nevada	New Hampshire	New Jersey	New Mexico
Total	100	100	100	100	100	100	100	100
External to the child:								
Neglect, abuse or exploitation of child	26	47	42	29	47	51	19	40
Parents not married to each other	.....	4	7	6	7	7	8	9
Child in need of guardianship	1	4	7	1	7	8	7	15
Illness of parent	5	7	7	1	4	9	10	3
Inadequate housing	.....	1	.....	.....	.....	2	(*)	.....
Child of agricultural migrant	.....	.....	.....	.....	.....	.....	.....	.....
Interpersonal relationships:								
Conflict in parent-child relationship	2	8	6	5	10	4	5	5
Problem of adjustment of the child on return from foster care	.....	1	1	2	.....	1	5	2
Physical handicap of child causing problem of child's adjustment or problems in family	8	2	2	2	2	1	2	1
Child's behavior or condition:								
Emotional or behavior problem of child	3	9	9	24	5	6	16	5
Child in conflict with law	5	1	1	15	(*)	(*)	5	1
Mental retardation of child	3	2	2	6	2	1	3	4
Problems complicated or ill-defined:								
Pregnant girl or unmarried mother	(*)	2	4	1	9	(*)	1	2
Illness of child	5	1	(*)	(*)	1	(*)	(*)	(*)
Employment of mother	.....	(*)	(*)	1	.....	1	(*)	.....
Unemployment of father	.....	(*)	1	.....	.....	2	(*)	1
Financial need of family	40	2	4	2	3	3	2	1
Other	1	9	5	3	2	3	17	12

Principal problem	Percent distribution [1]								
	New York	North Carolina	North Dakota	Ohio	Oklahoma	Oregon	Pennsylvania	Puerto Rico	Rhode Island
Total	100	100	100	100	100	100	100	100	100
External to the child:									
Neglect, abuse or exploitation of child	36	24	13	43	46	40	52	9	24
Parents not married to each other	12	6	2	6	5	2	5	2	5
Child in need of guardianship	13	5	1	3	1	6	5	9	6
Illness of parent	17	3	2	9	8	9	13	10	15
Inadequate housing	1	(*)		1		(*)	1	(*)	1
Child of agricultural migrant				(*)		(*)			
Interpersonal relationships:									
Conflict in parent-child relationship	5	3	4	5	2	11	3	10	18
Problem of adjustment of the child on return from foster care	(*)	2	1	1	2	1	1	1	1
Physical handicap of child causing problem of child's adjustment or problems in family	1	5	51	11	5	1	1	1	1
Child's behavior or condition:									
Emotional or behavior problem of child	7	14	11	6	10	11	5	34	13
Child in conflict with law	2	9	3	1	1	1	2	11	2
Mental retardation of child	1	14	6	3	2	2	5	6	1
Problems complicated or ill-defined:									
Pregnant girl or unmarried mother	2	1	1	1	3	1	1	1	(*)
Illness of child	(*)	2	(*)	1			(*)	1	(*)
Employment of mother	(*)	(*)		(*)		(*)	1	(*)	(*)
Unemployment of father	1	(*)	(*)	1	(*)	1	1		
Financial need of family	(*)	2	1	2	11	7	5	1	1
Other	1	10	1	6	3	6	1	3	11

Footnotes at end of table.

Appendix Table 35. Principal problem reported for children receiving services from public child welfare agencies, 1961—Continued

Principal problem	Percent distribution [1]							
	South Carolina	South Dakota	Tennessee	Texas	Utah	Vermont	Virgin Islands	Virginia
Total	100	100	100	100	100	100	100	100
External to the child:								
Neglect, abuse or exploitation of child	41	46	24	58	41	45	32	36
Parents not married to each other	6	12	13	4	2	2	2	8
Child in need of guardianship	6	6	14	4	2	10	5	13
Illness of parent	7	4	10	9	8	9	13	8
Inadequate housing	.....	(*)	(*)	1	(*)	1	3	(*)
Child of agricultural migrant	.....	.....	.....	.....	.....	.....	.....	.....
Interpersonal relationships:								
Conflict in parent-child relationship	7	6	5	3	13	5	5	5
Problem of adjustment of the child on return from foster care	1	1	1	1	2	(*)	1	2
Physical handicap of child causing problem of child's adjustment or problems in family	6	1	2	1	1	1	1	1
Child's behavior or condition:								
Emotional or behavior problem of child	8	10	5	5	11	7	24	6
Child in conflict with law	3	2	1	3	2	6	4	8
Mental retardation of child	5	2	2	4	3	2	3	1
Problems complicated or ill-defined:								
Pregnant girl or unmarried mother	2	4	3	1	1	(*)	(*)	(*)
Illness of child	2	1	1	1	1	1	(*)	(*)
Employment of mother	.....	(*)	(*)	(*)	(*)	1	.....	(*)
Unemployment of father	1	.....	1	1	(*)	(*)	(*)	1
Financial need of family	6	1	9	4	3	5	4	2
Other	(*)	5	8	1	10	5	1	8

Principal problem	Percent distribution [1]			
	Washington	West Virginia	Wisconsin	Wyoming
Total	100	100	100	100
External to the child:				
Neglect, abuse or exploitation of child	33	54	31	18
Parents not married to each other	3	3	7	6
Child in need of guardianship	6	4	8	9
Illness of parent	11	3	8	4
Inadequate housing	(*)	(*)	1	.....
Child of agricultural migrant	.....	.....	.....	.....
Interpersonal relationships:				
Conflict in parent-child relationship	13	3	8	8
Problem of adjustment of the child on return from foster care	1	4	(*)	1
Physical handicap of child causing problem of child's adjustment or problems in family	2	1	1	5
Child's behavior or condition:				
Emotional or behavior problem of child	11	6	16	12
Child in conflict with law	2	16	8	26
Mental retardation of child	4	1	3	2
Problems complicated or ill-defined:				
Pregnant girl or unmarried mother	2	1	3	2
Illness of child	1	(*)	1	1
Employment of mother	(*)	.....	(*)	1
Unemployment of father	1	1	(*)	2
Financial need of family	5	1	3	1
Other	7	3	2	4

*Less than 1 percent.

[1] All percentages rounded independently; totals may not be the sum of individual items; sample and projection for each State shown in appendix table 30.

Appendix Table 36. Principal service to children receiving child welfare services from public child welfare agencies, 1961

Principal service	Percent distribution[1]						
	Alabama	Arizona	Arkansas	California	Colorado	Connecticut	Delaware
Total	100	100	100	100	100	100	100
Adoption service	24	22	17	4	10	9	7
Preadoptive study of child	1	2	6	1	2	7	.....
Planning placement for adoption	2	2	3	1	3	(*)	.....
Preadoption supervision	8	13	8	2	4	2	1
Investigation for court of independent placement	13	5	(*)	(*)	1	.....	6
Foster care service	29	24	39	26	15	71	50
Planning foster care placement	(*)	1	(*)	2	2	(*)	1
Casework service to children in foster care	24	18	36	22	11	68	47
After-care service	5	5	3	2	2	3	2
Other casework service	44	48	38	51	57	12	36
Related to problems of child's adjustment	25	25	26	33	32	10	4
Related to neglect, abuse or exploitation	15	21	8	15	22	1	32
For youth in conflict with law	3	(*)	2	.....	1	.....	.....
For unmarried mothers	1	2	2	3	2	1	.....
Other services	2	3	4	15	11	.....	4
Intake study	.....	1	.....	4	1	.....	2
Investigation for court	1	1	1	(*)	1	.....	1
Day care service	(*)	.....	3	(*)	.....	.....	.....
Homemaker service	.....	(*)	.....	1	3	.....	.....
Other	1	1	(*)	10	6	.....	1
Purchase, payment, legal custody	.....	1	.....	5	8	7	4
Purchase of service or care	.....	.....	.....	(*)	5	.....	3
Payment for board and care only	.....	1	.....	4	1	3	.....
Legal custody only	(*)	(*)	.....	1	2	4	1

Principal service	Percent distribution [1]							
	District of Columbia	Florida	Georgia	Hawaii	Idaho	Illinois	Indiana	Iowa
Total	100	100	100	100	100	100	100	100
Adoption service	3	2	42	12	5	3	16	5
Preadoptive study of child	1	1	3	3	1	.....	3	1
Planning placement for adoption	(*)	1	1	3	1	.....	2	(*)
Preadoption supervision	2	(*)	9	5	1	3	5	1
Investigation for court of independent placement	.....	.....	29	1	2	.....	6	3
Foster care service	42	50	32	37	12	78	33	16
Planning foster care placement	.....	3	1	1	2	(*)	2	3
Casework service to children in foster care	35	41	27	34	5	73	27	11
After-care service	7	6	4	2	5	5	4	2
Other casework service	39	31	21	44	77	11	36	60
Related to problems of child's adjustment	28	10	5	35	49	7	22	36
Related to neglect, abuse or exploitation	10	18	12	8	25	4	12	22
For youth in conflict with law	(*)	(*)	1	(*)	2	(*)	1	(*)
For unmarried mothers	1	3	3	1	1	(*)	1	2
Other services	13	15	.....	3	4	4	4	12
Intake study	6	5	(*)	(*)	(*)	4	1	6
Investigation for court	.....	3	(*)	(*)	1	(*)	1	1
Day care service	.....	(*)	.....	.....	.....	.....	.....	.....
Homemaker service	.....	3	.....	.....	.....	.....	.....	(*)
Other	7	4	(*)	3	3	(*)	2	5
Purchase, payment, legal custody	1	1	3	3	1	3	13	6
Purchase of service or care	(*)	1	1	3	(*)	2	3	2
Payment for board and care only	1	(*)	1	(*)	.....	.....	3	4
Legal custody only	(*)	.....	1	(*)	1	1	7	(*)

Footnotes at end of table.

Appendix Table 36. Principal service to children receiving child welfare services from public child welfare agencies, 1961—Continued

Principal service	Percent distribution [1]						
	Kansas	Kentucky	Louisiana	Maine	Maryland	Massa-chusetts	Michigan
Total	100	100	100	100	100	100	100
Adoption service	19	17	28	3	13	9	5
Preadoptive study of child	3	3	1	1	9	1	1
Planning placement for adoption	2	2	1	(*)	1	1	1
Preadoption supervision	10	3	2	2	2	7	3
Investigation for court of independent placement	4	9	24	(*)	1	.....	(*)
Foster care service	43	29	40	52	55	79	30
Planning foster care placement	4	1	1	1	3	(*)	1
Casework service to children in foster care	34	18	37	47	43	74	26
After-care service	5	10	2	4	9	5	3
Other casework service	31	48	19	35	18	2	58
Related to problems of child's adjustment	16	27	11	17	.....	2	17
Related to neglect, abuse or exploitation	9	16	8	15	18	(*)	40
For youth in conflict with law	5	3	(*)	2	.....	(*)	(*)
For unmarried mothers	1	2	(*)	1	.....	.....	1
Other services	6	4	11	10	7	10	5
Intake study	5	2	2	3	3	9	1
Investigation for court	1	1	2	2	1	.....	(*)
Day care service	.....	.....	.....	.....	.....	.....	(*)
Homemaker service	.....	1	.....	.....	.....	.....	.....
Other	(*)	(*)	7	5	3	1	4
Purchase, payment, legal custody	2	1	2	1	8	.....	1
Purchase of service or care	1	(*)	1	.....	8	(*)	.....
Payment for board and care only	(*)	.....	1	(*)	.....	.....	1
Legal custody only	1	1	(*)	1	.....	.....	(*)

Principal service	Percent distribution [1]						
	Minnesota	Mississippi	Missouri	Montana	Nebraska	Nevada	New Hampshire
Total	100	100	100	100	100	100	100
Adoption service	4	.....	13	15	4	14	11
Preadoptive study of child	2	.....	2	1	(*)	.....	3
Planning placement for adoption	1	.....	2	4	(*)	1	1
Preadoption supervision	1	(*)	6	10	3	6	5
Investigation for court of independent placement	(*)	.....	3	.....	1	7	2
Foster care service	14	8	13	31	33	61	51
Planning foster care placement	1	1	1	2	1	2	1
Casework service to children in foster care	12	6	10	26	25	58	44
After-care service	1	1	2	3	7	1	6
Other casework service	58	66	64	48	54	21	36
Related to problems of child's adjustment	34	56	28	26	35	2	17
Related to neglect, abuse or exploitation	13	8	34	18	14	11	18
For youth in conflict with law	1	2	(*)	(*)	4	(*)	1
For unmarried mothers	10	(*)	2	4	1	8	.....
Other services	16	24	8	4	6	2	3
Intake study	1	(*)	4	1	(*)	(*)	(*)
Investigation for court	2	2	1	1	1	1	1
Day care service	(*)	1	.....	.....	.....	.....	.....
Homemaker service	(*)	(*)	(*)	1	.....	.....	(*)
Other	13	21	3	1	5	1	2
Purchase, payment, legal custody	8	.....	.....	.....	2	2	1
Purchase of service or care	4	.....	.....	.....	1	1	(*)
Payment for board and care only	1	.....	.....	.....	(*)	(*)	.....
Legal custody only	3	.....	.....	.....	1	1	1

Footnotes at end of table.

Appendix Table 36. Principal service to children receiving child welfare services from public child welfare agencies, 1961—Continued

Principal service	Percent distribution [1]							
	New Jersey	New Mexico	New York	North Carolina	North Dakota	Ohio	Oklahoma	Oregon
Total	100	100	100	100	100	100	100	100
Adoption service	17	33	6	12	1	6	8	6
Preadoptive study of child	3	3	2	(*)	(*)	2	(*)	2
Planning placement for adoption	1	4	1	(*)	(*)	1	1	1
Preadoption supervision	7	6	3	10	1	3	7	1
Investigation for court of independent placement	6	20	.....	2	.....	(*)	.....	2
Foster care service	65	22	30	44	7	40	17	33
Planning foster care placement	(*)	2	1	4	1	2	.....	1
Casework service to children in foster care	52	15	27	36	4	32	12	28
After-care service	13	5	2	4	2	6	5	4
Other casework service	10	39	11	43	81	37	72	46
Related to problems of child's adjustment	6	7	6	29	69	22	30	30
Related to neglect, abuse or exploitation	1	29	3	8	8	13	38	13
For youth in conflict with law	2	1	(*)	5	2	1	1	1
For unmarried mothers	1	2	2	1	2	1	3	2
Other services	7	3	1	2	4	11	3	12
Intake study	6	.....	.....	1	.....	1	.....	5
Investigation for court	.....	1	(*)	(*)	1	(*)	1	1
Day care service	.....	.....	.....	.....	.....	(*)	.....	(*)
Homemaker service	.....	.....	.....	(*)	.....	(*)	.....	1
Other	1	2	1	1	3	10	2	5
Purchase, payment, legal custory	2	4	53	1	7	6	.....	6
Purchase of service or care	1	(*)	51	.....	7	1	.....	1
Payment for board and care only	.....	1	1	.....	.....	1	.....	3
Legal custody only	1	3	1	1	.....	4	(*)	2

Principal service	Percent distribution [1]							
	Pennsylvania	Puerto Rico	Rhode Island	South Carolina	South Dakota	Tennessee	Texas	Utah
Total	100	100	100	100	100	100	100	100
Adoption service	4	2	2	7	9	30	15	6
Preadoptive study of child	1	1	(*)	1	1	2	1	2
Planning placement for adoption	1	1	1	1	2	2	3	1
Preadoption supervision	2	(*)	1	5	5	10	8	3
Investigation for court of independent placement	.....	.....	.....	(*)	1	16	3	.....
Foster care service	28	40	74	35	45	24	16	28
Planning foster care placement	1	4	1	4	(*)	1	2	(*)
Casework service to children in foster care	24	26	54	28	42	21	12	24
After-care service	3	10	19	3	3	2	2	4
Other casework service	23	48	14	51	24	36	55	52
Related to problems of child's adjustment	9	38	12	26	10	23	16	29
Related to neglect, abuse or exploitation	14	5	1	22	11	11	37	22
For youth in conflict with law	(*)	4	.....	1	(*)	(*)	1	1
For unmarried mothers	(*)	1	1	2	3	2	1	(*)
Other services	5	11	8	6	8	7	10	8
Intake study	2	3	6	1	.....	.....	7	1
Investigation for court	1	(*)	.....	1	1	2	2	.....
Day care service	.....	1	.....	(*)	(*)	.....	.....	(*)
Homemaker service	1	2	.....	1	1	1	1	.....
Other	1	5	2	3	6	4	.....	7
Purchase, payment, legal custody	40	.....	1	.....	12	1	4	6
Purchase of service or care	33	.....	1	.....	7	(*)	.....	2
Payment for board and care only	5	.....	.....	.....	1	(*)	(*)	2
Legal custody only	2	(*)	.....	(*)	4	1	4	2

Footnotes at end of table.

Appendix Table 36. Principal service to children receiving child welfare services from public child welfare agencies, 1961—Continued

Principal service	Percent distribution [1]						
	Vermont	Virgin Islands	Virginia	Washington	West Virginia	Wisconsin	Wyoming
Total	100	100	100	100	100	100	100
Adoption service	6	.....	22	5	3	7	13
Preadoptive study of child	(*)	.....	2	1	(*)	1	1
Planning placement for adoption	(*)	(*)	1	1	1	1	4
Preadoption supervision	2	.....	7	3	1	4	8
Investigation for court of independent placement	4	.....	12	(*)	1	1	.....
Foster care service	40	39	49	34	36	32	22
Planning foster care placement	1	9	1	1	(*)	1	3
Casework service to children in foster care	36	22	42	29	29	29	18
After-care service	3	8	6	4	7	2	1
Other casework service	40	50	24	48	57	49	47
Related to problems of child's adjustment	25	35	10	34	12	29	29
Related to neglect, abuse or exploitation	15	13	9	12	30	11	3
For youth in conflict with law	(*)	2	5	(*)	14	6	14
For unmarried mothers	(*)	.....	(*)	2	1	3	1
Other services	9	11	2	6	4	4	6
Intake study	2	4	.....	1	(*)	1	1
Investigation for court	5	(*)	1	1	1	1	3
Day care service	.....	.....	.....	.....	.....	.....	.....
Homemaker service	.....	.....	.....	1	(*)	(*)	.....
Other	2	7	1	3	3	2	2
Purchase, payment, legal custody	3	.....	3	7	1	9	13
Purchase of service or care	2	.....	1	4	(*)	4	8
Payment for board and care only	(*)	.....	(*)	3	.....	3	4
Legal custody only	1	.....	2	(*)	1	2	1

*Less than 1 percent.

[1] All percentages rounded independently; totals may not be the sum of individual items; sample and projection for each State shown in appendix table 30.

Appendix Table 37. Median age of children receiving child welfare services from public child welfare agencies, 1961 study compared with 1959 study

State	Age in completed years	
	1961 study [1]	1959 study [2]
Total	11	11
Alabama	11	10
Alaska	.....	11
Arizona	9	9
Arkansas	9	10
California	9	.....
Colorado	9	9
Connecticut	12	.....
Delaware	9	10
Dist. Columbia	12	12
Florida	8	9
Georgia	9	.....
Hawaii	12	13
Idaho	9	10
Illinois	11	11
Indiana	11	11
Iowa	10	10
Kansas	12	13
Kentucky	12	11
Louisiana	8	8
Maine	12	12
Maryland	10	11
Massachusetts	12	11
Michigan	10	9
Minnesota	10	10
Mississippi	10	10
Missouri	9	9
Montana	9	9
Nebraska	15	15
Nevada	9	9
New Hampshire	10	10
New Jersey	12	.....
New Mexico	8	8
New York	10	.....
North Carolina	12	12
North Dakota	10	12
Ohio	11	11
Oklahoma	8	11
Oregon	10	10
Pennsylvania	11	.....
Puerto Rico	15	14
Rhode Island	13	13
South Carolina	11	11
South Dakota	10	10
Tennessee	8	8
Texas	9	9
Utah	11	12
Vermont	12	12
Virgin Islands	13	14
Virginia	11	.....
Washington	11	.....
West Virginia	14	14
Wisconsin	13	12
Wyoming	14	12

[1] Computed to birthday in 1961.
[2] Computed to birthday in 1959.

Appendix Table 38. Race or color of children receiving child welfare services from public child welfare agencies, 1961

State	Percent distribution [1]			
	White	Negro	American Indian	Other nonwhite
Total	73	24	2	1
Alabama	61	39	.....	.....
Arizona	81	9	10	1
Arkansas	78	22	.....	.....
California	83	12	2	2
Colorado	89	10	1	1
Connecticut	75	24	(*)	(*)
Delaware	49	51	.....	1
District of Columbia	19	80	(*)	1
Florida	71	28	.....	(*)
Georgia	77	23	.....	.....
Hawaii	14	(*)	.....	85
Idaho	93	(*)	5	2
Illinois	53	46	(*)	1
Indiana	79	21	.....	.....
Iowa	93	4	3	1
Kansas	87	12	1	(*)
Kentucky	92	8	(*)	(*)
Louisiana	61	39	.....	.....
Maine	96	1	3	.....
Maryland	57	43	.....	.....
Massachusetts	88	11	1	1
Michigan	64	31	5	(*)
Minnesota	85	5	10	1
Mississippi	51	49	(*)	.....
Missouri	76	23	(*)	1
Montana	80	1	18	1
Nebraska	82	8	8	1
Nevada	63	9	28	.....
New Hampshire	99	1	(*)	.....
New Jersey	60	40	.....	(*)
New Mexico	88	4	9	(*)
New York	72	25	1	1
North Carolina	65	34	2	(*)
North Dakota	87	.....	13	1
Ohio	76	24	(*)	(*)
Oklahoma	69	20	11	(*)
Oregon	87	6	5	2
Pennsylvania	73	27	.....	(*)
Puerto Rico	79	20	(*)	(*)
Rhode Island	86	13	.....	(*)
South Carolina	63	37	(*)	(*)
South Dakota	60	1	39	(*)
Tennessee	76	24	.....	.....
Texas	85	14	(*)	.....
Utah	94	1	4	1
Vermont	99	1	(*)	.....
Virgin Islands	8	92	.....	.....
Virginia	65	35	(*)	.....
Washington	82	4	13	2
West Virginia	92	8	.....	.....
Wisconsin	86	5	9	(*)
Wyoming	92	2	5	1

*Less than 1 percent.

[1] All percentages are rounded independently; totals may not be the sum of individual items; sample and projection for each State shown in appendix table 30.

Appendix Table 39. Percentage of nonwhite children in total receiving child welfare services from public child welfare agencies, 1961, 1959 and 1945

Census region and State	Percent nonwhite		
	1961	1959	1945
Total, 52 States	27	.....	.....
Total, 39 States	27	25	14
New England	(1)	(1)	(1)
Connecticut	25	(2)	(2)
Maine	4	3	1
Massachusetts	12	11	4
New Hampshire	1	(*)	1
Rhode Island	14	15	(2)
Vermont	1	1	(*)
Middle Atlantic	(1)	(1)	(1)
New Jersey	40	(2)	24
New York	28	(2)	(2)
Pennsylvania	27	(2)	(2)
East North Central	24	22	15
Illinois	47	45	48
Indiana	21	17	10
Michigan	36	31	6
Ohio	24	23	25
Wisconsin	14	13	7
West North Central	16	15	5
Iowa	7	6	.....
Kansas	13	14	7
Minnesota	15	15	5
Missouri	24	19	6
Nebraska	18	15	4
North Dakota	13	17	5
South Dakota	40	36	5
South Atlantic	(1)	(1)	(1)
Delaware	51	46	30
District of Columbia	81	77	56
Florida	29	22	16
Georgia	23	(2)	23
Maryland	43	46	(2)
North Carolina	35	32	28
South Carolina	37	35	31
Virginia	35	(2)	(2)
West Virginia	8	9	6
East South Central	36	32	18
Alabama	39	37	23
Kentucky	8	15	14
Mississippi	49	46	13
Tennessee	24	21	7

Footnotes at end of table.

Appendix Table 39. Percentage of nonwhite children in total receiving child welfare services from public child welfare agencies, 1961, 1959 and 1945—Continued

Census region and State	Percent nonwhite		
	1961	1959	1945
West South Central	32	29	13
Arkansas	22	18	15
Louisiana	39	38	23
Oklahoma	31	32	9
Texas	15	12	11
Mountain	(1)	(1)	(1)
Arizona	19	19	7
Colorado	11	10	(2)
Idaho	7	11	2
Montana	20	19	5
Nevada	37	36	6
New Mexico	12	10	2
Utah	6	5	(2)
Wyoming	8	4	4
Pacific	(1)	(1)	(1)
Alaska	(2)	85	58
California	17	(2)	16
Hawaii	86	91	59
Oregon	13	12	1
Washington	18	(2)	6
Outlying	(1)	(1)	(1)
Puerto Rico	21	31	22
Virgin Islands	92	(2)	(2)

*Less than 1 percent.
[1] Percentage not computed. Data for region not comparable.
[2] Report not available.

Appendix Table 40. Rates of service to nonwhite children by public child welfare agencies, 1961

State	Nonwhite population under 21 years of age		
	Total [1]	Receiving child welfare services	
		Number	Rate per 1,000 population
Total	9,570,634	98,473	10
North Carolina	605,941	7,241	12
New York	581,015	11,124	19
Georgia	565,909	1,175	2
Texas	555,334	402	1
California	539,845	1,310	2
Louisiana	530,718	3,449	6
Alabama	501,811	4,465	9
Mississippi	498,339	8,079	16
Illinois	471,000	2,992	6
South Carolina	460,468	2,266	5
Florida	417,418	1,208	3
Virginia	387,786	4,722	12
Pennsylvania	364,551	6,508	18
Ohio	347,816	6,777	19
Michigan	331,852	1,056	3
Tennessee	275,463	1,422	5
Maryland	242,864	4,490	18
New Jersey	223,749	3,250	15
Arkansas	197,943	475	2
Hawaii	197,796	1,082	5
Missouri	174,513	1,254	7
Dist. Columbia	172,140	3,700	21
Indiana	124,438	2,676	22
Oklahoma	105,420	989	9
Kentucky	92,446	487	5
Arizona	71,944	573	8
Massachusetts	52,934	710	13
Connecticut	49,190	1,522	31
Wisconsin	47,030	1,793	38
Washington	46,101	1,480	32
Kansas	44,015	332	8
New Mexico	42,052	310	7
West Virginia	40,633	660	16
Delaware	27,966	838	30
Colorado	23,452	483	21
Minnesota	20,370	3,285	161
Nebraska	17,030	328	19
Oregon	16,729	930	56
South Dakota	15,208	425	28
Virgin Islands	14,147	504	36
Montana	13,419	230	17
Iowa	12,983	223	17
Nevada	10,614	190	18
Rhode Island	9,656	240	25
Utah	8,381	117	14
North Dakota	7,535	451	60
Idaho	4,837	22	5
Wyoming	3,736	31	8
Maine	2,694	153	57
New Hampshire	1,099	20	18
Vermont	304	24	(2)

[1] United States Census: 1960, PC (1) Series, table 16. [2] Base less than 1,000.

Appendix Table 41. Marital status of parents of children receiving child welfare services from public child welfare agencies, 1961

Marital status	Percent distribution [1]								
	Alabama	Arizona	Arkansas	California	Colorado	Connecticut	Delaware	District of Columbia	Florida
Total	100	100	100	100	100	100	100	100	100
Married and living together	23	20	29	27	41	24	25	19	26
Divorced	16	19	18	24	14	8	9	4	17
Mother remarried	6	6	5	9	5	.....	5	2	6
Father remarried	2	4	4	3	2	.....	1	1	2
Both remarried	3	3	2	3	2	.....	1	(*)	2
Neither remarried	3	3	2	6	3	(*)	1	1	4
Remarriage not reported	2	3	5	3	2	8	1	(*)	3
Separated or deserted	19	16	14	20	13	33	23	27	26
Separated	12	11	11	14	8	24	18	21	18
Father deserting	5	4	2	4	3	5	4	4	6
Mother deserting	2	1	1	2	2	4	1	2	2
Father dead	7	7	7	4	4	3	4	4	6
Mother remarried	2	3	3	2	1	.....	1	1	2
Mother not remarried	5	3	3	2	3	.....	3	3	3
Remarriage not reported	(*)	1	1	(*)	(*)	3	(*)	(*)	1
Mother dead	6	8	7	5	4	5	6	5	6
Father remarried	1	3	2	1	1	.....	1	1	2
Father not remarried	4	3	4	3	2	.....	4	3	3
Remarriage not reported	1	2	1	1	1	5	1	1	1
Both parents dead	2	3	1	1	(*)	1	1	3	1
Parents not married to each other	27	28	25	20	25	25	31	37	18

Marital status	Percent distribution [1]										
	Georgia	Hawaii	Idaho	Illinois	Indiana	Iowa	Kansas	Kentucky	Louisiana	Maine	Maryland
Total	100	100	100	100	100	100	100	100	100	100	100
Married and living together	18	17	17	21	22	47	40	36	21	30	20
Divorced	17	32	44	19	28	25	19	19	11	27	8
Mother remarried	10	11	17	6	10	7	7	7	5	10	4
Father remarried	1	2	6	4	4	4	3	2	2	4	1
Both remarried	3	8	7	5	6	6	3	3	2	5	1
Neither remarried	1	6	11	2	4	5	3	5	1	5	2
Remarriage not reported	2	5	3	2	4	3	3	2	1	3	(*)
Separated or deserted	18	8	14	18	14	8	7	10	18	13	30
Separated	11	6	7	11	9	6	6	6	13	9	25
Father deserting	4	1	5	4	4	1	1	2	3	2	3
Mother deserting	3	1	2	3	1	1	(*)	2	2	2	2
Father dead	8	5	9	6	8	5	7	12	6	8	5
Mother remarried	4	2	3	2	3	2	2	3	2	4	1
Mother not remarried	3	3	6	3	4	3	4	8	4	3	4
Remarriage not reported	1	(*)	.....	1	1	(*)	1	1	(*)	1	(*)
Mother dead	5	11	3	7	5	6	7	4	6	8	6
Father remarried	1	1	1	2	2	2	2	1	2	2	2
Father not remarried	2	9	1	3	3	4	4	2	3	5	3
Remarriage not reported	2	1	1	2	(*)	(*)	1	1	1	1	1
Both parents dead	2	3	2	1	2	1	1	1	1	1	1
Parents not married to each other	33	23	10	27	20	9	18	16	36	14	30

Footnotes at end of table.

Appendix Table 41. Marital status of parents of children receiving child welfare services from public child welfare agencies, 1961—Continued

Marital status	Percent distribution [1]							
	Massachusetts	Michigan	Minnesota	Mississippi	Missouri	Montana	Nebraska	Nevada
Total	100	100	100	100	100	100	100	100
Married and living together	20	28	32	48	25	25	41	21
Divorced	12	17	23	10	20	30	21	30
Mother remarried	5	7	7	4	8	12	8	16
Father remarried	3	2	3	2	2	4	3	3
Both remarried	2	2	4	1	2	3	5	6
Neither remarried	1	3	6	2	6	7	3	3
Remarriage not reported	1	3	3	1	2	4	2	3
Separated or deserted	27	21	7	21	16	13	9	17
Separated	18	17	5	14	10	9	5	15
Father deserting	4	2	1	6	4	2	3	1
Mother deserting	5	2	1	1	2	2	1	1
Father dead	4	5	4	6	7	6	8	8
Mother remarried	1	2	2	1	2	3	3	4
Mother not remarried	3	2	2	5	4	3	5	4
Remarriage not reported	(*)	1	(*)	(*)	1	(*)	(*)	.....
Mother dead	7	5	3	3	5	7	5	5
Father remarried	1	1	1	1	1	3	1	1
Father not remarried	5	2	2	1	3	3	3	4
Remarriage not reported	1	2	(*)	1	1	1	1	.....
Both parents dead	1	1	1	(*)	2	2	2	2
Parents not married to each other	29	24	31	11	26	16	15	18

Marital status	Percent distribution [1]								
	New Hampshire	New Jersey	New Mexico	New York	North Carolina	North Dakota	Ohio	Oklahoma	Oregon
Total	100	100	100	100	100	100	100	100	100
Married and living together	28	20	18	18	30	66	32	36	25
Divorced	30	9	23	9	10	13	21	21	35
Mother remarried	11	4	10	2	5	5	8	4	11
Father remarried	3	1	2	2	1	2	4	1	4
Both remarried	4	2	5	2	2	1	3	2	8
Neither remarried	7	1	3	2	1	3	3	9	8
Remarriage not reported	5	1	3	1	1	2	3	5	4
Separated or deserted	16	27	15	23	19	6	17	17	16
Separated	13	20	10	16	13	4	12	15	12
Father deserting	3	4	4	3	5	2	3	1	3
Mother deserting	(*)	3	1	4	1	(*)	2	1	1
Father dead	7	7	7	4	11	4	7	6	6
Mother remarried	3	3	2	1	4	(*)	2	1	2
Mother not remarried	4	3	5	3	6	4	4	4	3
Remarriage not reported	(*)	1	(*)	(*)	1	(*)	1	1	1
Mother dead	3	7	6	5	6	2	6	3	4
Father remarried	1	2	1	1	2	(*)	2	1	2
Father not remarried	1	2	4	3	3	2	3	1	2
Remarriage not reported	1	3	1	1	1	.....	1	1	(*)
Both parents dead	1	3	1	2	2	1	1	1	1
Parents not married to each other	14	27	28	38	22	7	17	16	12

Footnotes at end of table.

Appendix Table 41. Marital status of parents of children receiving child welfare services from public child welfare agencies, 1961—Continued

Marital status	Percent distribution [1]							
	Pennsylvania	Puerto Rico	Rhode Island	South Carolina	South Dakota	Tennessee	Texas	Utah
Total	100	100	100	100	100	100	100	100
Married and living together	24	25	22	28	26	18	27	36
Divorced	8	6	19	8	20	19	20	41
Mother remarried	3	2	5	4	6	6	7	13
Father remarried	2	1	3	1	3	2	2	7
Both remarried	1	1	3	1	3	3	2	7
Neither remarried	1	1	5	1	7	5	5	10
Remarriage not reported	1	1	3	1	1	3	4	4
Separated or deserted	27	23	24	27	13	14	23	9
Separated	20	13	18	16	13	8	17	7
Father deserting	4	6	3	8	.....	4	5	2
Mother deserting	3	4	3	3	(*)	2	1	.....
Father dead	6	8	4	9	4	7	7	4
Mother remarried	2	3	2	3	2	3	2	3
Mother not remarried	4	4	2	6	2	4	4	1
Remarriage not reported	(*)	1	.....	(*)	(*)	(*)	1	.....
Mother dead	6	15	5	6	4	5	6	4
Father remarried	2	4	1	2	1	2	1	2
Father not remarried	3	8	3	3	3	2	4	2
Remarriage not reported	1	3	1	1	(*)	1	1	(*)
Both parents dead	1	6	1	2	4	2	1	2
Parents not married to each other	29	17	26	22	27	33	16	5

Marital status	Percent distribution [1]						
	Vermont	Virgin Islands	Virginia	Washington	West Virginia	Wisconsin	Wyoming
Total	100	100	100	100	100	100	100
Married and living together	40	14	22	23	32	37	33
Divorced	16	14	12	36	13	21	34
Mother remarried	6	3	6	12	5	7	14
Father remarried	2	4	2	5	1	2	3
Both remarried	3	3	2	6	2	4	6
Neither remarried	4	3	1	9	3	6	7
Remarriage not reported	1	1	1	4	2	2	4
Separated or deserted	19	23	21	16	20	10	8
Separated	13	20	15	12	13	7	4
Father deserting	3	3	3	3	4	2	3
Mother deserting	3	.....	3	1	3	1	1
Father dead	7	7	8	5	12	6	6
Mother remarried	3	3	3	2	4	2	1
Mother not remarried	4	4	4	3	7	4	5
Remarriage not reported	(*)	(*)	1	(*)	1	(*)	.....
Mother dead	6	8	6	6	6	7	3
Father remarried	2	2	2	2	2	2	1
Father not remarried	2	3	3	3	3	4	1
Remarriage not reported	2	3	1	1	1	1	1
Both parents dead	1	1	2	1	3	2	1
Parents not married to each other	11	33	28	13	16	16	16

*Less than 1 percent.

[1] All percentages rounded independently; totals may not be the sum of individual items; sample and projection for each State shown in appendix table 30.

Appendix Table 42. Whereabouts of children receiving child welfare services from public child welfare agencies, 1961

Whereabouts	Percent distribution [1]							
	Alabama	Arizona	Arkansas	California	Colorado	Connecticut	Delaware	District of Columbia
Total	100	100	100	100	100	100	100	100
With parent	44	40	29	54	48	6	40	25
With both parents	15	11	12	20	27	4	18	7
With mother	26	23	13	29	19	2	19	16
With father	3	6	4	5	2	(*)	3	2
In independent living arrangement	(*)	1	(*)	1	1	1	.....	2
With relative	15	9	5	8	10	5	6	6
In adoptive home	11	16	10	2	9	2	1	2
In foster care	28	32	53	33	29	78	52	63
In foster family home	18	29	50	31	23	65	47	32
Foster family boarding home	17	27	48	30	22	64	43	31
Free foster family home	1	2	2	1	1	1	4	1
Wage or work home	.....	(*)	(*)	(*)	(*)	2	.....	(*)
In group home	.....	(*)	(*)	(*)	1	(*)	.....	.....
In institution	10	3	3	2	6	13	5	31
Public	5	1	2	1	1	4	3	26
Voluntary	5	2	1	1	5	9	1	5
In boarding school	(*)	1	1	(*)	.....	(*)	.....	.....
In hospital	(*)	1	.....	(*)	1	.....	.....	(*)
In armed forces	.....	(*)	.....	.....	.....	1	.....	(*)
In temporary shelter or receiving home	.....	.....	.....	(*)	.....	.....	1	1
In detention home	.....	(*)	(*)	(*)	.....	.....	.....	.....
Elsewhere	(*)	(*)	.....	(*)	1	3	.....	1

Whereabouts	Percent distribution [1]									
	Florida	Georgia	Hawaii	Idaho	Illinois	Indiana	Iowa	Kansas	Kentucky	Louisiana
Total	100	100	100	100	100	100	100	100	100	100
With parent	34	25	31	78	13	28	63	23	51	27
With both parents	14	7	11	13	7	10	37	13	26	14
With mother	15	17	13	59	5	14	21	6	22	11
With father	5	1	7	6	1	4	5	4	3	2
In independent living arrangement	1	(*)	1	(*)	1	1	2	1	1	1
With relative	7	6	12	6	3	12	5	6	11	3
In adoptive home	(*)	28	7	3	4	11	5	16	8	24
In foster care	52	39	47	12	78	45	24	51	27	44
In foster family home	47	28	41	6	64	31	16	20	10	38
Foster family boarding home	45	27	39	4	63	28	15	19	9	38
Free foster family home	2	1	2	2	1	3	1	1	1	(*)
Wage or work home	(*)	.....	(*)	(*)	.....	.....	(*)	.....	(*)	.....
In group home	(*)	1	(*)	.....	(*)	.....	(*)	(*)	(*)	(*)
In institution	5	11	6	6	14	14	8	31	17	6
Public	2	4	3	6	7	8	3	26	14	2
Voluntary	3	7	3	(*)	7	6	5	5	3	4
In boarding school	(*)	(*)	(*)	.....	(*)	(*)	(*)	.....	1	.....
In hospital	(*)	(*)	.....	.....	(*)	(*)	(*)	(*)	(*)	(*)
In armed forces	.....	(*)	(*)	.....	(*)	(*)	.....	(*)	.....	.....
In temporary shelter or receiving home	3	.....	(*)	.....	(*)	(*)	(*)	(*)	.....	(*)
In detention home	(*)	(*)	.....	.....	1	.....	(*)	(*)	(*)	(*)
Elsewhere	1	(*)	(*)	1	.....	(*)	1	1	(*)	.....

Footnotes at end of table.

Appendix Table 42. Whereabouts of children receiving child welfare services from public child welfare agencies, 1961—Continued

Whereabouts	Percent distribution[1]							
	Maine	Maryland	Massa-chusetts	Michigan	Minne-sota	Missis-sippi	Missouri	Montana
Total	100	100	100	100	100	100	100	100
With parent	34	28	10	46	62	86	55	46
With both parents	17	12	4	18	25	46	18	15
With mother	14	14	5	25	34	35	34	26
With father	3	2	1	3	3	5	3	5
In independent living arrangement	1	1	1	1	2	(*)	1	2
With relative	7	4	4	12	6	8	11	8
In adoptive home	3	3	7	3	4	(*)	11	11
In foster care	53	64	77	38	25	6	20	34
In foster family home	47	57	69	34	23	5	18	27
Foster family boarding home	46	57	68	29	22	3	17	27
Free foster family home	1	(*)	1	4	1	2	1	(*)
Wage or work home	(*)	.....	.....	1	(*)	.....	(*)	.....
In group home	.....	.....	.....	(*)	(*)	.....	1	.....
In institutions	6	7	8	4	2	1	2	7
Public	5	3	(*)	3	.....	1	1	4
Voluntary	1	4	8	1	2	(*)	1	3
In boarding school	(*)	.....	.....	.....	(*)	.....	(*)	(*)
In hospital	.....	(*)	(*)	.....	(*)	.....	.....	(*)
In armed forces	(*)	(*)	.....	.....	1	.....	.....	.....
In temporary shelter or receiving home	.....	.....	.....	1	(*)	.....	(*)	1
In detention home	.....	.....	.....	(*)	(*)	.....	(*)	.....
Elsewhere	1	(*)	1	1	(*)	.....	(*)	.....

Whereabouts	Percent distribution [1]									
	Nebraska	Nevada	New Hampshire	New Jersey	New Mexico	New York	North Carolina	North Dakota	Ohio	Oklahoma
Total	100	100	100	100	100	100	100	100	100	100
With parent	41	16	37	16	32	8	43	70	38	62
With both parents	21	3	18	7	8	4	21	56	21	29
With mother	17	12	15	7	19	3	19	13	14	29
With father	3	1	4	2	5	1	3	1	3	4
In independent living arrangement	4	6	1	4	1	1	(*)	1	2	(*)
With relative	6	6	4	5	11	2	11	5	6	9
In adoptive home	4	10	6	9	20	4	9	2	4	7
In foster care	41	61	52	63	32	83	35	20	46	19
In foster family home	18	56	40	55	30	58	17	12	32	18
Foster family boarding home	14	54	38	53	29	58	16	11	30	17
Free foster family home	3	2	1	2	1	(*)	1	1	2	1
Wage or work home	1	(*)	1	(*)	(*)	(*)	(*)	(*)	(*)	1
In group home	.....	.....	(*)	(*)	3	(*)	(*)	.....	(*)	.....
In institutions	23	5	12	8	2	25	18	8	14	1
Public	16	3	1	4	.....	(*)	12	2	10	.....
Voluntary	7	1	11	4	2	25	6	6	4	1
In boarding school	1	1	(*)	(*)	2	(*)	(*)	1	1	(*)
In hospital	2	.....	.....	.....	.....	(*)	(*)	.....	(*)	.....
In armed forces	(*)	.....	.....	(*)	(*)	.....	(*)	(*)	1	.....
In temporary shelter or receiving home	(*)	.....	.....	(*)	(*)	(*)	(*)	.....	1	(*)
In detention home	(*)	.....	.....	1	.....	.....	(*)	.....	(*)	.....
Elsewhere	1	.....	(*)	(*)	.....	(*)	(*)	(*)	1	1

Footnotes at end of table.

Appendix Table 42. Whereabouts of children receiving child welfare services from public child welfare agencies, 1961—Continued

Whereabouts	Percent distribution [1]								
	Oregon	Pennsylvania	Puerto Rico	Rhode Island	South Carolina	South Dakota	Tennessee	Texas	Utah
Total	100	100	100	100	100	100	100	100	100
With parent	45	24	46	28	44	25	42	51	51
With both parents	14	12	20	10	19	11	13	20	21
With mother	27	10	17	16	20	11	26	26	28
With father	4	2	9	2	5	3	3	5	2
In independent living arrangement	1	(*)	4	2	1	1	(*)	1	1
With relative	9	4	10	6	17	7	9	10	6
In adoptive home	2	2	(*)	1	5	7	22	10	5
In foster care	41	67	36	61	32	50	27	27	33
In foster family home	39	45	16	44	21	42	20	18	31
Foster family boarding home	38	44	13	43	20	41	19	16	31
Free foster family home	1	1	2	(*)	1	1	1	2	(*)
Wage or work home	(*)	(*)	(*)	1	.....	(*)	(*)	.....	(*)
In group home	(*)	1	1	.....	1	.....	(*)	.....	2
In institution	2	22	20	17	11	8	7	9	2
Public	1	4	18	13	9	6	5	4	1
Voluntary	1	18	2	4	2	2	2	5	1
In boarding school	(*)	.....	(*)	1	.....	8	.....	(*)	(*)
In hospital	.....	(*)	(*)	(*)	(*)	(*)	.....	(*)	.....
In armed forces	.....	(*)	.....	1	.....	(*)	(*)	(*)	(*)
In temporary shelter or receiving home	.....	(*)	.....	1	.....	.....	.....	(*)	.....
In detention home	.....	(*)	1	.....	(*)	.....	.....	.....	(*)
Elsewhere	(*)	(*)	2	(*)	1	(*)	(*)	.....	1

Whereabouts	Percent distribution [1]						
	Vermont	Virgin Islands	Virginia	Washington	West Virginia	Wisconsin	Wyoming
Total	100	100	100	100	100	100	100
With parent	45	52	25	40	51	40	39
With both parents	24	13	13	12	23	24	19
With mother	18	30	10	24	25	14	15
With father	3	9	2	4	3	2	5
In independent living arrangement	1	(*)	1	3	1	2	.....
With relative	8	12	7	8	11	7	6
In adoptive home	3	.....	16	3	2	4	9
In foster care	42	33	50	46	34	46	45
In foster family home	35	32	43	41	28	39	26
Foster family boarding home	32	24	40	40	27	37	24
Free foster family home	1	7	3	1	1	1	2
Wage or work home	2	1	(*)	(*)	(*)	1	(*)
In group home	.....	.....	(*)	(*)	.....	(*)	.....
In institution	7	1	7	5	6	7	19
Public	2	1	3	1	2	2	16
Voluntary	5	.....	4	4	4	5	3
In boarding school	1	.....	(*)	(*)	.....	(*)	2
In hospital	.....	1	.....	(*)	(*)	(*)	1
In armed forces	(*)	.....	(*)	(*)	(*)	(*)	.....
In temporary shelter or receiving home	.....	(*)	(*)	(*)	(*)	.....	.....
In detention home	.....	(*)	(*)	(*)	.....	(*)	.....
Elsewhere	1	(*)	(*)	(*)	1	.....	.....

*Less than 1 percent.

[1] All percentages rounded independently; totals may not be the sum of individual items; sample and projection for each State shown in appendix table 30.

Appendix Table 43. Children receiving child welfare services from public child welfare agencies who were receiving OASDI, Railroad Retirement or Veterans Benefits, 1961

State	OASDI benefits	Railroad Retirement benefits	Veterans benefits
Total [1]	19,749	695	6,177
Alabama	800	21	187
Arizona	158	4	37
Arkansas	78	5	5
California	350	5	80
Colorado	333	17	150
Connecticut	NR	NR	NR
Delaware	48	9	6
District of Columbia	100	.....	30
Florida	192	8	72
Georgia	265	5	25
Hawaii	90	.....	6
Idaho	26	.....	3
Illinois	308	8	224
Indiana	1,025	57	209
Iowa	148	7	67
Kansas	180	12	16
Kentucky	686	42	147
Louisiana	NR	.....	137
Maine	187	.....	101
Maryland	467	14	70
Massachusetts	170	.....	21
Michigan	80	.....	16
Minnesota	767	30	468
Mississippi	598	11	100
Missouri	327	20	89
Montana	84	.....	10
Nebraska	125	6	39
Nevada	21	.....	8
New Hampshire	156	4	56
New Jersey	280	.....	40
New Mexico	120	5	40
New York	1,616	110	795
North Carolina	2,062	20	593
North Dakota	115	15	55
Ohio	1,629	60	432
Oklahoma	100	.....	22
Oregon	484	.....	167
Pennsylvania	1,113	21	420
Puerto Rico	200	.....	42
Rhode Island	84	6	21
South Carolina	409	.....	115
South Dakota	52	1	26
Tennessee	282	47	66
Texas	156	3	108
Utah	87	9	9
Vermont	100	4	20
Virgin Islands	21	.....	.....
Virginia	882	52	249
Washington	503	6	157
West Virginia	740	30	160
Wisconsin	921	20	260
Wyoming	24	1	1

[1] All numbers are inflated from State samples, separately rounded; totals may not be sum of individual items.

Appendix Table 44. Source of report on characteristics of children receiving child welfare services from public child welfare agencies, 1961

State	Local case record	State case record	State	Local case record	State case record
Total:			Missouri	5,269	.....
Number [1]	304,999	72,061	Montana	1,073	63
Percent	81	19	Nebraska	1,581	259
			Nevada	3	507
Alabama	11,194	312	New Hampshire	.....	2,224
Arizona	.....	2,962	New Jersey	.....	8,440
Arkansas	.....	2,172	New Mexico	1,950	565
California	7,810	.....	New York	40,740	.....
Colorado	4,238	.....	North Carolina	20,445	.....
Connecticut	.....	6,200	North Dakota	3,392	.....
Delaware	3	1,634	Ohio	28,248	.....
District of Columbia	.....	4,580	Oklahoma	.....	3,167
Florida	4,232	.....	Oregon	7,172	.....
Georgia	5,065	.....	Pennsylvania	24,416	21
Hawaii	2	1,284	Puerto Rico	10,043	.....
Idaho	1	297	Rhode Island	.....	1,779
Illinois	3,292	3,056	South Carolina	6,066	10
Indiana	12,751	.....	South Dakota	.....	1,057
Iowa	3,153	.....	Tennessee	19	5,998
Kansas	2,121	376	Texas	.....	2,724
Kentucky	.....	5,915	Utah	1,950	3
Louisiana	8,786	.....	Vermont	.....	2,103
Maine	.....	3,580	Virgin Islands	.....	549
Maryland	10,384	.....	Virginia	13,130	405
Massachusetts	.....	5,870	Washington	8,181	.....
Michigan	1,588	1,364	West Virginia	8,020	.....
Minnesota	21,285	.....	Wisconsin	10,576	2,584
Mississippi	16,435	.....	Wyoming	386	1

[1] All numbers are inflated from State samples, separately rounded; totals may not be the sum of individual items.

Appendix Table 45. Source of referral of children receiving child welfare services from public child welfare agencies, 1961

State	Percent distribution [1]								
	Court or probation office	Another community agency	Parent	Another unit of same public welfare agency	Unrelated person	Relative of child	Police	Child	Other
Total	27	21	19	10	10	6	6	1	2
Alabama	23	4	30	5	15	11	8	1	2
Arizona	26	19	11	15	8	4	14	(*)	3
Arkansas	19	12	22	17	14	5	8	(*)	2
California	15	20	25	15	10	4	5	1	4
Colorado	27	20	19	21	10	.....	.....	2	.....
Connecticut	7	73	4	15	(*)	(*)	(*)	.....	.....
Delaware	27	30	7	13	10	3	7	.....	3
District of Columbia	28	17	14	13	4	7	17	(*)	1
Florida	42	14	13	10	5	5	8	1	3
Georgia	62	7	8	10	7	4	2	1	1
Hawaii	20	23	23	9	5	6	11	(*)	3
Idaho	16	19	21	20	9	2	2	.....	12
Illinois	77	8	8	2	2	2	(*)	(*)	2
Indiana	29	9	26	8	12	8	6	(*)	2
Iowa	12	24	18	11	18	6	4	1	5
Kansas	42	24	17	(*)	7	3	(*)	1	5
Kentucky	47	11	10	6	15	5	2	(*)	3
Louisiana	53	10	11	10	3	3	5	(*)	3
Maine	13	26	6	15	15	5	15	.....	4
Maryland	71	6	15	2	2	1	1	(*)	1
Massachusetts	14	65	12	(*)	2	2	3	.....	2
Michigan	31	16	8	26	3	3	9	(*)	4
Minnesota	12	28	20	19	12	5	3	1	1
Mississippi	12	10	45	11	12	8	1	(*)	(*)
Missouri	35	11	8	30	8	4	1	1	3
Montana	5	11	23	17	20	9	11	2	3
Nebraska	29	29	13	6	10	4	6	1	2
Nevada	34	22	14	4	11	2	7	3	3

New Hampshire	14	26	13	16	14	7	7	(*)	3
New Jersey	28	34	13	9	5	4	3	(*)	2
New Mexico	33	9	13	18	6	4	10	1	5
New York	21	30	18	17	5	4	5	(*)	1
North Carolina	29	10	27	2	8	10	8	1	6
North Dakota	9	20	30	7	24	5	1	1	3
Ohio	27	23	14	7	15	5	7	(*)	2
Oklahoma	20	28	24	8	7	3	6	2	2
Oregon	32	9	22	16	9	5	2	1	5
Pennsylvania	18	31	20	1	10	8	9	(*)	1
Puerto Rico	20	11	33	9	10	11	6	(*)	1
Rhode Island	16	58	7	11	1	1	3	.....	2
South Carolina	14	10	31	9	14	15	3	1	4
South Dakota	12	21	15	20	17	6	6	1	2
Tennessee	33	7	20	17	11	7	1	1	3
Texas	12	22	11	8	24	6	16	1	1
Utah	38	12	16	11	10	8	2	(*)	3
Vermont	23	21	6	13	20	5	8	.....	2
Virgin Islands	6	26	30	11	14	5	4	1	2
Virginia	34	23	9	5	13	6	7	(*)	2
Washington	30	9	20	19	7	6	3	2	3
West Virginia	22	11	11	8	22	11	11	1	4
Wisconsin	28	25	14	5	9	5	12	1	1
Wyoming	32	16	21	5	8	4	5	3	5

*Less than 1 percent.

[1] All percentages rounded independently; totals may not be the sum of individual items; sample and projection for each State shown in appendix table 30.

Appendix Table 46. Percentage of children served by public child welfare agencies in legal custody of agency, 1961

State	Children in legal custody [1]	Percent of total	State	Children in legal custody [1]	Percent of total
United States	157,468	42	Montana	435	38
			Nebraska	386	21
Alabama	2,430	21	Nevada	233	46
Arizona	1,207	41	New Hampshire	1,000	45
Arkansas	1,093	50	New Jersey	2,830	34
California	1,165	15	New Mexico	670	27
Colorado	674	16	New York	17,014	42
Connecticut	5,947	96	North Carolina	6,155	30
Delaware	826	50	North Dakota	190	6
District of Columbia	3,100	68	Ohio	17,377	62
Florida	1,472	35	Oklahoma	672	21
Georgia	1,745	34	Oregon	3,386	47
Hawaii	540	42	Pennsylvania	14,675	60
Idaho	3	1	Puerto Rico	2,535	25
Illinois	4,948	78	Rhode Island	1,413	79
Indiana	9,127	72	South Carolina	1,112	18
Iowa	.....	.....	South Dakota	399	38
Kansas	484	19	Tennessee	1,488	25
Kentucky	2,209	37	Texas	1,005	37
Louisiana	3,710	42	Utah	696	36
Maine	2,173	61	Vermont	1,070	51
Maryland	8,074	78	Virgin Islands	56	10
Massachusetts	3,180	54	Virginia	7,816	58
Michigan	848	29	Washington	1,821	22
Minnesota	6,312	30	West Virginia	3,270	41
Mississippi	553	3	Wisconsin	6,590	50
Missouri	1,278	24	Wyoming	76	20

[1] All numbers are from inflated State samples.

Appendix Table 47. Children in legal custody of public child welfare agencies, by whereabouts, 1961

State	With parent	In independent living arrangement	With relative	In adoptive family home	In foster family home	In group home
Total [1]	19,161	1,767	8,951	9,750	90,131	561
Alabama	197	.....	260	166	1,444	.....
Arizona	289	.....	138	110	605	.....
Arkansas	9	.....	9	161	890	.....
California	140	5	170	125	705	5
Colorado	8	.....	33	383	225	8
Connecticut	224	79	320	135	3,981	6
Delaware	66	.....	45	9	630	.....
District of Columbia	390	50	140	100	1,260	.....
Florida	72	.....	16	8	1,208	.....
Georgia	140	5	85	220	995	45
Hawaii	66	10	64	20	324	2
Idaho	1	.....	1	.....	1	.....
Illinois	300	64	120	120	3,592	12
Indiana	1,841	95	1,006	816	3,568	.....
Iowa	.....	.....	.....	.....	.....	.....
Kansas	24	12	16	44	168	12
Kentucky	523	16	84	178	565	16
Louisiana	54	8	38	154	3,126	8
Maine	174	33	133	60	1,533	.....
Maryland	1,303	57	297	198	5,665	.....
Massachusetts	110	20	20	310	2,440	.....
Michigan	48	8	36	48	628	.....
Minnesota	1,453	119	418	299	3,505	.....
Mississippi	44	.....	77	.....	387	.....
Missouri	114	5	144	178	758	5
Montana	51	3	44	113	199	.....
Nebraska	51	5	17	51	201	.....
Nevada	11	2	9	27	174	.....
New Hampshire	208	4	56	20	556	4
New Jersey	210	270	110	130	1,620	20
New Mexico	90	15	80	30	370	20
New York	795	55	356	1,123	10,849	82
North Carolina	1,027	10	664	422	2,776	20
North Dakota	15	.....	25	5	90	.....
Ohio	3,489	362	1,317	1,066	7,180	10
Oklahoma	22	.....	11	194	417	.....
Oregon	883	.....	288	28	2,139	.....
Pennsylvania	1,071	63	294	357	8,650	189
Puerto Rico	704	137	168	.....	116	.....
Rhode Island	234	27	90	18	744	.....
South Carolina	84	.....	52	189	671	.....
South Dakota	52	7	32	19	181	.....
Tennessee	28	.....	28	584	706	9
Texas	138	6	102	201	381	.....
Utah	96	9	36	57	450	24
Vermont	132	12	80	28	681	.....
Virgin Islands	30	.....	2	.....	23	.....
Virginia	653	21	384	550	5,491	31
Washington	246	53	113	77	1,229	3
West Virginia	640	10	440	100	1,720	.....
Wisconsin	610	110	481	511	4,266	30
Wyoming	1	.....	2	8	48	.....

Footnote at end of table.

Appendix Table 47. Children in legal custody of public child welfare agencies, by whereabouts, 1961—Continued

State	In institutions for—							Elsewhere	Not reported
	Dependent and neglected children	Maternity home	Emotionally disturbed children	Delinquent children	Mentally retarded children	Physically disabled children	Other institution		
Total [1]	16,711	125	1,514	3,342	1,078	238	635	2,556	927
Alabama	291	.....	.....	62	.....	.....	.....	10	.....
Arizona	4	.....	.....	.....	12	4	.....	40	4
Arkansas	.....	.....	.....	5	.....	.....	.....	18	.....
California	5	.....	.....	5	.....	.....	.....	5	.....
Colorado	8	.....	.....	.....	.....	.....	.....	8	.....
Connecticut	791	6	.....	.....	.....	.....	6	253	146
Delaware	18	.....	45	.....	.....	.....	.....	12	3
District of Columbia	240	.....	30	710	10	30	30	50	60
Florida	64	.....	.....	8	8	.....	16	64	8
Georgia	185	.....	.....	10	15	10	15	20	.....
Hawaii	36	.....	.....	.....	.....	.....	.....	8	10
Idaho	.....	.....	.....	.....	.....	.....	.....	.....	.....
Illinois	544	.....	56	4	52	24	16	28	16
Indiana	1,195	38	133	95	.....	.....	171	133	38
Iowa	.....	.....	.....	.....	.....	.....	.....	.....	.....
Kansas	52	.....	28	24	72	.....	12	20	.....
Kentucky	251	.....	5	508	.....	.....	10	46	5
Louisiana	215	.....	.....	15	69	.....	8	16	.....
Maine	26	.....	20	33	73	.....	27	53	7
Maryland	297	.....	85	85	28	.....	14	.....	42
Massachusetts	240	.....	.....	.....	.....	20	.....	.....	20
Michigan	44	.....	4	16	.....	4	.....	.....	12
Minnesota	60	.....	30	30	119	.....	60	170	50
Mississippi	44	.....	.....	.....	.....	.....	.....	.....	.....
Missouri	45	.....	.....	.....	.....	.....	.....	20	10
Montana	15	.....	.....	1	.....	.....	5	4	.....

Nebraska	19	.....	.....	19	.....	.....	1	19	.....
Nevada	4	.....	.....	.....	1	.....	.....	1	2
New Hampshire	132	.....	12	4	.....	4	.....	.....	.....
New Jersey	110	10	10	110	40	10	20	70	90
New Mexico	30	.....	.....	5	.....	.....	.....	25	5
New York	3, 342	27	164	137	.....	27	.....	54	.....
North Carolina	774	.....	.....	121	181	10	.....	91	60
North Dakota	45	.....	.....	5	.....	.....	.....	5	.....
Ohio	2, 665	10	181	221	70	10	30	624	141
Oklahoma	11	.....	.....	.....	.....	.....	.....	18	.....
Oregon	9	.....	.....	9	9	.....	.....	.....	18
Pennsylvania	3, 191	.....	189	84	168	42	126	210	42
Puerto Rico	63	11	379	715	.....	.....	.....	159	84
Rhode Island	201	.....	9	45	.....	3	6	27	9
South Carolina	83	.....	.....	.....	10	10	.....	10	.....
South Dakota	45	1	1	.....	.....	2	4	55	.....
Tennessee	85	9	.....	.....	9	.....	28	.....	.....
Texas	96	.....	6	6	42	6	.....	12	9
Utah	.....	.....	3	6	.....	.....	.....	15	.....
Vermont	48	.....	28	12	.....	12	.....	36	.....
Virgin Islands	.....	.....	.....	.....	.....	.....	.....	.....	.....
Virginia	426	.....	.....	166	41	10	10	20	10
Washington	21	3	36	12	9	.....	.....	15	6
West Virginia	260	.....	.....	.....	20	.....	.....	60	20
Wisconsin	370	10	60	50	20	.....	20	50	.....
Wyoming	11	.....	.....	4	.....	.....	.....	2	.....

[1] All numbers are from inflated State samples, rounded independently; totals may not be the sum of individual items.

Appendix Table 48. Classification of service given by public child welfare agencies, percent distribution,[1] 1961

State	Primary casework service	Supplementary service		Payment only	Legal custody only
		Purchase of care	Service, no payment		
United States	86	9	2	2	1
Alabama	90	.....	10	.....	(*)
Arizona	97	1	2	(*)	(*)
Arkansas	99	(*)	1	.....	.....
California	96	(*)	2	1	1
Colorado	83	7	7	1	2
Connecticut	93	.....	.....	3	4
Delaware	92	3	4	.....	1
District of Columbia	99	1	.....	(*)	(*)
Florida	98	1	1	(*)	.....
Georgia	95	1	2	1	1
Hawaii	96	3	1	(*)	(*)
Idaho	86	1	12	1	.....
Illinois	100	.....	.....	.....	(*)
Indiana	83	5	5	2	5
Iowa	88	4	5	3	(*)
Kansas	97	2	1	(*)	(*)
Kentucky	98	(*)	1	.....	1
Louisiana	91	2	6	1	(*)
Maine	98	(*)	2	.....	.....
Maryland	92	8	(*)	.....	(*)
Massachusetts	99	(*)	1	.....	.....
Michigan	98	(*)	2	(*)	(*)
Minnesota	77	4	3	14	2
Mississippi	100	.....	.....	.....	.....
Missouri	99	.....	1	.....	.....
Montana	100	.....	.....	.....	.....
Nebraska	96	1	2	(*)	1
Nevada	98	1	.....	.....	1
New Hampshire	98	(*)	1	.....	1
New Jersey	93	2	5	.....	.....
New Mexico	75	1	21	(*)	3
New York	46	52	1	(*)	1
North Carolina	100	.....	(*)	.....	.....
North Dakota	88	8	4	.....	.....
Ohio	93	2	1	1	3
Oklahoma	100	.....	(*)	.....	(*)
Oregon	87	2	9	1	1
Pennsylvania	59	33	2	5	1
Puerto Rico	100	.....	(*)	.....	.....
Rhode Island	97	1	2	.....	.....
South Carolina	99	.....	1	.....	(*)
South Dakota	87	4	1	4	4
Tennessee	98	(*)	1	.....	1
Texas	94	(*)	2	.....	4
Utah	92	2	3	2	1
Vermont	96	2	1	(*)	1
Virgin Islands	100	.....	(*)	.....	.....
Virginia	94	(*)	4	(*)	2
Washington	91	4	2	3	(*)
West Virginia	99	(*)	.....	.....	1
Wisconsin	91	4	1	3	1
Wyoming	80	8	8	4	(*)

* Less than 1 percent.

[1] Sample and projection for each State shown in appendix table 30.

Appendix Table 49. Children whose families received public assistance, 1961

State	Percent distribution [1]				
	No public assistance	Family received public assistance	Type of assistance received		
			ADC	General relief	All other types
Total	73	27	18	7	2
Alabama	68	32	29	(*)	3
Arizona	77	23	19	3	1
Arkansas	83	17	13	2	2
California	42	58	46	10	2
Colorado	72	28	23	5	.....
Connecticut	68	32	18	14	(*)
Delaware	66	34	23	9	2
District of Columbia	98	2	2	.....	.....
Florida	78	22	18	2	2
Georgia	81	19	12	4	3
Hawaii	81	19	13	4	2
Idaho	42	58	54	2	2
Illinois	71	29	14	13	2
Indiana	86	14	9	4	2
Iowa	67	33	18	13	2
Kansas	83	17	9	7	1
Kentucky	69	31	23	2	5
Louisiana	85	15	12	1	2
Maine	59	41	19	17	5
Maryland	82	18	15	2	1
Massachusetts	93	7	4	2	(*)
Michigan	51	49	7	40	2
Minnesota	66	34	19	14	(*)
Mississippi	83	17	13	(*)	4
Missouri	54	46	40	1	5
Montana	50	50	34	14	1
Nebraska	64	36	15	19	2
Nevada	88	12	11	(*)	1
New Hampshire	59	41	5	35	2
New Jersey	84	16	8	7	2
New Mexico	73	17	22	1	4
New York	72	28	18	8	3
North Carolina	75	25	21	2	3
North Dakota	81	19	14	4	1
Ohio	77	23	13	9	1
Oklahoma	78	22	21	(*)	1
Oregon	55	45	29	14	3
Pennsylvania	66	34	15	17	2
Puerto Rico	64	36	25	6	5
Rhode Island	54	46	35	8	4
South Carolina	80	20	16	3	2
South Dakota	84	16	13	2	1
Tennessee	66	34	31	1	3
Texas	81	19	11	6	1
Utah	62	38	32	4	2
Vermont	74	26	11	10	5
Virgin Islands	89	11	8	3	1
Virginia	89	11	7	2	1
Washington	53	47	37	7	2
West Virginia	70	30	25	3	2
Wisconsin	71	29	18	9	1
Wyoming	73	27	11	13	3

*Less than 1 percent. [1] Sample and projection for each State shown in appendix table 30.

670906 O—63——19

Appendix Table 50. Children from ADC families receiving child welfare services, by whereabouts, 1961

State	Total	With both parents	With mother	With father	In independent living arrangements	With relative	In adoptive family home	In foster care			Elsewhere	Not reported
								Foster family home	Group home	Institution		
Total	65,229	6,667	25,065	1,464	519	7,256	955	16,759	85	5,547	619	295
Alabama	3,302	457	1,578	114	10	488	31	373	.....	217	10	21
Arizona	512	77	276	28	4	81	4	32	.....	4	.....	4
Arkansas	249	28	101	9	.....	32	.....	65	.....	10	5	.....
California	3,495	310	1,455	130	30	370	45	1,085	5	50	15	.....
Colorado	974	375	425	8	.....	133	.....	33	.....	.....	.....	.....
Connecticut	1,084	34	79	.....	.....	62	6	651	.....	158	39	57
Delaware	362	18	119	3	.....	21	.....	169	.....	33	.....	.....
District of Columbia	50	.....	20	.....	.....	.....	.....	.....	.....	20	.....	10
Florida	728	32	176	72	8	80	.....	336	.....	24	.....	.....
Georgia	575	55	125	10	.....	125	10	165	5	80	.....	.....
Hawaii	168	14	4	2	4	16	16	104	.....	6	2	.....
Idaho	160	2	153	.....	.....	3	.....	2	.....	.....	.....	.....
Illinois	828	24	88	4	8	44	40	520	.....	88	8	4
Indiana	987	19	304	.....	.....	285	19	190	.....	133	38	.....
Iowa	526	88	251	21	11	49	4	50	.....	51	4	.....
Kansas	224	.....	32	4	.....	8	20	84	.....	72	4	.....
Kentucky	1,251	131	634	26	16	99	5	136	.....	183	21	.....
Louisiana	1,029	54	223	23	.....	69	38	576	.....	47	.....	.....
Maine	600	47	200	7	7	87	20	214	.....	21	.....	.....
Maryland	1,459	170	708	.....	.....	127	14	368	.....	56	14	.....
Massachusetts	250	10	40	.....	.....	20	40	120	.....	.....	20	.....
Michigan	192	16	64	4	.....	36	8	56	.....	8	.....	.....
Minnesota	4,052	309	2,937	60	20	289	30	339	.....	50	20	.....
Mississippi	2,236	487	1,339	77	11	321	.....	.....	.....	.....	.....	.....
Missouri	2,075	173	1,273	59	30	312	59	129	20	15	5	.....
Montana	383	21	127	1	3	33	16	26	.....	4	.....	152

Nebraska	273	32	125	1	5	39	.....	16	.....	48	7	.....
Nevada	53	1	6	.....	9	18	2	14	.....	3	.....	.....
New Hampshire	104	.....	12	.....	.....	12	8	56	.....	16	.....	.....
New Jersey	580	.....	120	10	30	20	20	260	.....	120	.....	.....
New Mexico	515	20	170	15	15	70	25	170	5	5	20	.....
New York	7,041	356	575	55	27	164	110	4,191	.....	1,506	54	.....
North Carolina	4,143	442	1,539	91	20	805	80	583	30	533	20	.....
North Dakota	466	40	251	5	5	65	5	65	.....	20	10	.....
Ohio	3,379	402	1,398	40	40	342	40	603	.....	421	80	10
Oklahoma	656	50	483	11	.....	72	.....	38	.....	.....	.....	.....
Oregon	1,991	93	1,163	9	37	335	.....	326	.....	27	.....	.....
Pennsylvania	3,170	294	693	84	.....	189	21	1,323	.....	546	21	.....
Puerto Rico	2,303	484	705	221	21	273	.....	85	11	401	85	22
Rhode Island	582	66	204	3	9	63	.....	147	.....	75	12	3
South Carolina	944	136	357	10	.....	315	10	63	.....	42	10	.....
South Dakota	141	9	64	2	2	37	.....	14	.....	3	10	.....
Tennessee	1,827	254	885	56	.....	179	66	226	9	132	9	9
Texas	291	54	147	12	.....	30	15	21	.....	9	.....	3
Utah	579	66	315	6	6	42	6	126	.....	6	6	.....
Vermont	220	12	108	.....	.....	64	.....	28	.....	4	4	.....
Virgin Islands	42	5	23	.....	.....	5	.....	7	.....	.....	2	.....
Virginia	934	31	145	21	.....	52	31	582	.....	73	.....	.....
Washington	2,899	169	1,398	50	71	320	36	767	.....	66	24	.....
West Virginia	1,950	390	900	90	10	160	.....	300	.....	70	30	.....
Wisconsin	2,354	310	541	10	50	391	50	911	.....	80	10	.....
Wyoming	41	.....	7	.....	.....	4	5	14	.....	11	.....	.....

Appendix Table 51. Children receiving child welfare services whose families received ADC; 1961 compared with 1959

State	1959	1961	State	1959	1961
Total, 41 States reporting both years.	27,546	43,495	Missouri	1,248	2,075
			Montana	96	383
			Nebraska	188	273
Alabama	2,489	3,302	Nevada	27	53
Alaska	71	NR	New Hampshire	7	104
Arizona	356	512	New Jersey	NR	580
Arkansas	69	249	New Mexico	157	515
California	NR	3,495	New York	NR	7,041
Colorado	598	974	North Carolina	2,990	4,143
Connecticut	NR	1,084	North Dakota	106	466
Delaware	129	362	Ohio	1,126	3,379
District of Columbia	623	50	Oklahoma	346	656
Florida	NR	728	Oregon	1,201	1,991
Georgia	NR	575	Pennsylvania	NR	3,170
Hawaii	20	168	Puerto Rico	2,017	2,303
Idaho	65	160	Rhode Island	155	582
Illinois	NR	828	South Carolina	549	944
Indiana	715	987	South Dakota	125	141
Iowa	360	526	Tennessee	1,016	1,827
Kansas	86	224	Texas	217	291
Kentucky	3,560	1,251	Utah	143	579
Louisiana	274	1,029	Vermont	130	220
Maine	232	600	Virgin Islands	12	42
Maryland	844	1,459	Virginia	NR	934
Massachusetts	NR	250	Washington	NR	2,899
Michigan	125	192	West Virginia	1,233	1,950
Minnesota	1,691	4,052	Wisconsin	809	2,354
Mississippi	1,399	2,236	Wyoming	13	41

NR—not reported.

INDEX

abuse, *see* neglect, abuse, exploitation
administration of program, State or local, 12, 146, 166, 167, 168
adoption services (7, 8, 91–101)
  adoption planned, 6, 7, 87
  adoptive home, child in, 3, 7, 93
  age of child, 8, 97, 99
  casework for parents, 6, 87
  conflict in parent-child relationship, 46
  definition of service, 91
  foster care, 5, 6, 37, 82, 87
  foster family homes, 71, 87, 93
  guardianship, need of, 7, 93
  independent adoptions, 27
  institutions, 87, 93
  investigation for a court, 7, 8, 72, 93, 94, 167
  marital status of parents, 7, 8, 93, 97, 99
  neglect, abuse, exploitation, 7, 36, 37, 93
  number of cases, 3, 7, 67, 91
  "other" problems, 72
  parents, child with, 93
  payment for board and care, 152
  preadoption supervision, 3, 7, 69, 93, 96
  preadoptive study, 6, 7, 37, 69, 87, 93
  public assistance, 143
  purchase of service or care, 152
  relatives, adoption by, 26
  relatives, child with, 36, 93
  State sample, 167
  State variations, 72
  stepparent adoptions, 26
  uncomplicated adoptions, 26
  voluntary agency sample, 175
adoptive home, child in
  age of child, 8, 96, 97, 126
  Aid to Dependent Children, 141
  casework for parents, 101
  earlier studies, 96, 97
  guardianship, need of, 7
  investigation for a court, 94
  legal custody, 99
  marital status of parents, 7, 25, 96, 97, 99, 101, 105
  neglect, abuse, exploitation, 7
  number of cases, 9, 96, 102
  preadoption services, 7, 93
  race, 8, 97, 99, 133
  Railroad Retirement, Veterans, OASDI benefits, 145
  voluntary agency sample, 177
after-care (90, 91)
  definition of service, 90
  foster family homes, 7, 90
  independent living arrangements, 91, 119
  institutions, 7, 90
  neglect, abuse, exploitation, 36, 109, 119
  number of cases, 4, 7, 90
  parents, living with, 24, 36, 76, 90, 91, 109
  purchase of service or care, 152
  relatives, living with, 36, 91
age of child (124–128)
  adoptions, 8, 96, 97, 99, 126
  conflict in parent-child relationship, 42, 127
  earlier studies, 89, 124, 126
  emotional or behavior problem, 39, 40, 41, 127
  foster care, 34, 36, 55, 77, 89, 126
  guardianship, need of, 127
  independent living arrangements, 119, 127
  institutions, 34, 36, 56, 77, 89, 126, 127
  marital status of parents, 96, 97, 99, 127
  mental retardation, 49, 55, 127, 128
  neglect, abuse, exploitation, 31, 34, 36, 127
  parents, child with, 89, 106, 107, 127
  public agencies, 9, 124
  relatives, child with, 113, 126
  residential treatment centers, 36, 40, 41

age of child—continued
State and national samples, 163
State variations, 9, 125, 126
unmarried mothers, 56, 58
voluntary agencies, 9, 124
Aid to Dependent Children
earlier studies, 140
number of cases, 11, 140
State variations, 140, 141, 142
unmarried mothers, 62
whereabouts of child, 141, 142
American Indian, *see* race

behavior problem, *see* emotional or behavior problem

casework for child in foster care
conflict in parent-child relationship, 71
definition of service, 81
emotional or behavior problem, 41
foster family home, 56, 71
institutions, 56, 71
mental retardation, 56
neglect, abuse, exploitation, 37
number of cases, 3, 5, 66, 69, 80
State variations, 72
casework for parents, 6, 85, 86, 87, 101
casework related to child's adjustment
casework for parents, 6, 86
conflict in parent-child relationship, 71, 109
emotional or behavior problem, 41, 109
foster care, 5, 6, 37, 41, 56, 64, 86
mental retardation, 56
neglect, abuse, exploitation, 36, 37, 109
number of cases, 3, 69
parents, child with, 36, 41, 47, 56, 64, 108, 109
payment for board and care, 152
public assistance, 143, 144
purchase of service or care, 152
relatives, child with, 36, 47, 116
State variations, 72
unmarried mothers, 64
combining data for public and voluntary agencies, 177, 178
confidence limits, 171–173
conflict in parent-child relationship (41–47)
age of child, 23, 42, 127
foster care, 45, 80
independent living arrangements, 119
institutions, 45
marital status of parents, 42, 44, 45
number of cases, 2, 22, 23, 41
parents, child with, 25, 45, 47, 108, 109
race, 41
relatives, child with, 45, 47, 115
residential treatment centers, 46
services, 46, 47, 71, 109
conflict with law, 28, 31
custody, contest over, 27
custody, legal, *see* legal custody

day care, 67
defects in schedule, 26, 27
duplications in count, 150–152, 168

earlier studies
adoptive homes, 96, 97
age of child, 89, 124, 126
Aid to Dependent Children, 140
foster care, 76, 82, 84, 104
institutions, 87, 89
last contact by agency, 156, 158
marital status of parents, 96, 97, 128, 129
methodology, 159, 160, 163
OASDI benefits, 145
problems, 14, 15
public agency services, 168, 169
public assistance, 140
race, 132
services, 65
sex, 124
whereabouts of child, 89, 102, 104, 113, 126, 169, 170
emotional or behavior problem (38–41)
age of child, 39, 40, 41, 127
foster care, 4, 39, 41, 79
independent living arrangements, 119
institutions, 25, 39, 40
marital status of parents, 39
number of cases, 2, 20, 22, 23, 38
parents, child with, 25, 39, 41, 108, 109
race, 11, 38, 39, 138
relatives, child with, 114
residential treatment centers, 39, 40, 41
services, 41, 109
State variations, 28
employment of mother, 24
errors in sampling and reporting, 165–171
exploitation, *see* neglect, abuse, exploitation
foster care (4–7, 75–90)
adoption services, 5, 6, 37, 82, 87
Aid to Dependent Children, 141

casework, child's adjustment, 5, 37, 41, 64, 86
casework for child in foster care, 5, 37, 71, 80
casework for parents, 6, 85, 86, 87
confidence limits, 173
conflict in parent-child relationship, 45, 47, 80
continuation in, 6, 84, 87, 171
definition of service, 75
earlier studies, 76, 82, 84, 104
emotional or behavior problem, 4, 39, 41, 79
guardianship, need of, 5
illness of parent, 5, 23, 71, 79
independent living arrangements, 91, 119
institutions, 7, 87, 90
last contact by agency, 158
legal custody, 37, 82, 148
length of time in care, 5, 6, 82, 84, 85
marital status of parents, 4, 77, 78, 79, 82
mental retardation, 51, 56
neglect, abuse, exploitation, 4, 5, 33, 34, 36, 37, 79, 109, 119
number of cases, 4, 7, 9, 67, 75, 76, 90, 102, 104
"other" problems, 72
parents or relatives, child with, 24, 36, 76, 90, 91, 109
paying for foster care, 5, 85
payment for board and care, 37, 82, 152
physical handicap, 80
placements, number of, 5, 82, 121
placements, temporary, 23
placements, unsuccessful, 27
plans for adoption, 6, 37, 87
plans for foster care, 4, 6, 76, 87, 89, 90
plans not reported, 171
protective service, 37, 81
public assistance, 143
purchasing service or care, 37, 82, 152
race, 4, 77, 133
Railroad Retirement, Veterans, OASDI benefits, 145
State and national samples, 164
unmarried mothers, 63, 64
voluntary agency sample, 177
see also casework for child in foster care *and* foster family home, child in
foster family home, child in
adoption services, 71, 87, 93
after-care, 7, 90
age of child, 34, 36, 55, 77, 89, 126
Aid to Dependent Children, 141
casework service, 56, 71
conflict in parent-child relationship, 45
institutions, 87
last contact by agency, 158
legal custody, 13, 148
marital status of parents, 9, 25, 105
mental retardation, 51, 55, 56
neglect, abuse, exploitation, 24, 25, 34, 36, 56
number of cases, 4, 9, 76, 77
placement planned, 87, 90
protective service, 73
Railroad Retirement, Veterans, OASDI benefits, 145
voluntary agency sample, 175
financial need
number of cases, 2, 22, 24
State variations, 22, 28
group homes
definition, 76, 103
neglect, abuse, exploitation, 36
number of cases, 4, 9, 76, 103
unmarried mothers, 63
guardianship, need of
adoptive home, child in, 7, 25
age of child, 127
definition of problem, 23
foster care, 5
marital status of parents, 25
preadoption supervision, 7
preadoptive study, 93
race, 11
referrals, 31
State variations, 28
homemaker service, 23, 67
housing inadequate, 24
illness of child, 24
illness of parent
foster care, 5, 71, 79
homemaker service, 23
institutions, 25
number of cases, 2, 22
parents, child with, 108
placement, temporary, 23
purchase of service or care, 71
relatives, child with, 114
independent living arrangements (119–121)
after-care, 91, 119

independent living arrangements—con.
age of child, 119, 127
conflict in parent-child relationship, 119
definition, 104, 119
emotional or behavior problem, 25, 119
legal custody, 119
length of service, 120
marital status of parents, 119
neglect, abuse, exploitation, 25, 119
number of cases, 9, 103, 104
unmarried mothers, 25, 63, 119
institutions
adoption planned, 87, 93
after-care, 90
age of child, 77, 89
Aid to Dependent Children, 141
casework for child, 56
casework for parent, 6, 86
conflict in parent-child relationship, 45
earlier studies, 89
emotional or behavior problem, 25, 39
excluded from sample, 178
illness of parent, 25
last contact by agency, 158
legal custody, 13, 148
mental retardation, 51, 56, 89
neglect, abuse, exploitation, 25, 36, 37, 56
number of cases, 4, 6, 9, 76, 77, 87, 89
parents married and living together, 105
paying for foster care, 85
payment for board and care, 56
public agency sample, 175, 176
purchasing service or care, 56
race, 89
Railroad Retirement, Veterans, OASDI benefits, 145
State sample, 168
unmarried mothers, 6, 7, 63, 64, 89
voluntary agency sample, 175, 176
see also institutions for deliquent children, institutions for dependent and neglected children, *and* residential treatment centers
institutions for delinquent children
after-care, 7, 90
age of child, 89
emotional or behavior problem, 39, 40
mental retardation, 51
neglect, abuse, exploitation, 38
number of cases, 6, 89
plans for child, 87
State sample, 168
institutions for dependent and neglected children
after-care, 7, 90
age of child, 36, 89, 126, 127
casework for child in foster care, 71
emotional or behavior problem, 39, 40
mental retardation, 51
number of cases, 6, 89
payment for board and care, 71
purchasing service or care, 71
investigation for a court, 7, 8, 72, 93, 94, 167

last contact by agency, 13, 153, 156, 158
legal custody (148)
adoptive homes, 99
foster care, 13, 37, 82, 148
independent living arrangements, 117, 119
institutions, 13, 56, 148
marital status of parents, 13, 148
mental retardation, 56
neglect, abuse, exploitation, 37
no service provided, 150
not reported, 171
number of cases, 13, 67, 148, 149
parents, living with, 13, 148
payment for board and care, 150
State variations, 13, 149
length of time served
foster care, 82, 84, 85
independent living arrangements, 120
parents, living with, 113
race, 11, 138, 139

Maas and Engler study, 76, 82, 84
marital conflict, 27
marital status of parents (10, 128, 129)
adoption services, 7, 8, 93, 97, 99
adoptive homes, 7, 25, 96, 97, 99, 101, 105
age of child, 96, 97, 99, 127
casework for parents, 101
conflict in parent-child relationship, 42, 44, 45
earlier studies, 10, 96, 97, 113, 128, 129
emotional or behavior problem, 39
foster care, 4, 77, 78, 79, 82
foster family home, 9, 25, 105
guardianship, need of, 25
independent living arrangements, 119
institutions, 105
legal custody, 13, 148

mental retardation, 50, 51
neglect, abuse, exploitation, 25, 26, 31, 32, 143
not reported, 171
numbers in each classification, 10
parent, child with, 9, 105, 107
parents not married to each other, number of, 2, 3, 10, 20, 22, 23
principal problem, 25
public assistance, 142, 143
race, 11, 97, 99, 133, 135
referrals, 12, 148
relatives, child with, 105, 113
State and national samples, 163
unmarried mothers, 62, 143
maternity homes for unmarried mothers, 6, 7, 63, 64, 89
mental hospitals, 168
mental retardation (47–56)
age of child, 49, 55, 127, 128
marital status of parents, 50, 51
number of cases, 48
race, 50
services, 56
whereabouts of child, 51, 55, 56
methodology, 159–178

neglect, abuse, exploitation (28–38)
adoption studies, 36, 37, 93
adoptive home, 7
after-care, 36, 109
age of child, 31, 34, 36, 127
casework for child, 36, 37, 109
foster care, 4, 5, 20, 24, 25, 33, 34, 36, 37, 79
group homes, 36
independent living arrangements, 25, 119
institutions, 25, 34, 36, 37, 38
legal custody, 37, 119
marital status of parents, 25, 26, 31, 32, 143
neglect, extent of, 18
number of cases, 2, 17, 20, 22, 23, 30
parents, child with, 24, 33, 34, 108, 109, 110
parental incapacity, 18, 20
payment for board and care, 37
planning adoptive placement, 37
preadoption supervision, 7
preadoptive studies, 37, 93
principal services, 34
protective service, 34, 36, 37, 71, 110
public assistance, 143
purchasing service or care, 37
race, 11, 31, 135
referrals, 12, 30, 31, 148
relatives, child with, 24, 33, 36, 114
residential treatment centers, 36, 38
State variations, 28
Negro, *see* race

OASDI benefits, 12, 144, 145
"other" problems, 26, 27, 28, 72, 171
"other" services, 72

parents, child with (105–113)
adoption service, 93
after-care, 36, 90, 91
age of child, 89, 106, 107, 127
Aid to Dependent Children, 142
casework for child, 36, 41, 56, 64, 69, 108, 109, 175
conflict in parent-child relationship, 25, 45, 47, 108, 109
earlier studies, 104
emotional or behavior problem, 25, 39, 41, 108, 109
foster care, planning for, 56, 90
illness of parent, 108
investigation for a court, 94
last contact by agency, 158
legal custody, 13, 148
length of service, 113
marital status of parents, 9, 105, 107
mental retardation, 51, 56
neglect, abuse, exploitation, 24, 33, 34, 35, 108, 109, 110
number of cases, 8, 9, 102, 104, 105
protective service, 36, 56, 69, 73, 75
race, 11, 107, 133
Railroad Retirement, Veterans, OASDI benefits, 145
State and national samples, 164
unmarried mothers, 63, 64, 108
voluntary agency sample, 177
payment for board and care
conflict in parent-child relationship, 46
foster care, 37, 82, 152
institutions, 56, 71
legal custody, 150
mental retardation, 56
neglect, abuse, exploitation, 37
number of cases, 67, 149, 150
services, 152
unmarried mothers, 64
physical care of child a problem, 27
physical handicap, 24, 28, 80
primary casework service, 149

problems, classification of, 14–17
protective service (73, 74)
definition of service, 17, 20, 73
foster care, 20, 37, 73, 81
mental retardation, 56
neglect, abuse, exploitation, 34, 36, 37, 71, 110
number of cases, 3, 66, 67, 73, 75
payment for board and care, 152
parents, child with, 36, 56, 69, 73, 75, 110
protective agencies, 177
public assistance, 143, 144
referrals, 30
relatives, child with, 36, 73
State variations, 72, 75
psychological problems, borderline, 27
public assistance (11, 12, 139–144)
earlier studies, 140
marital status of parents, 142, 143
neglect, abuse, exploitation, 143
number of cases, 11, 140
services, 143, 144
State variations, 12, 140, 141
unmarried mothers, 61, 62, 143
purchase of service or care
adoption service, 152
after-care, 152
casework, child's adjustment, 152
conflict in parent-child relationship, 46
definition of service, 149
emotional or behavior problem, 41
foster care, 37, 82, 152
illness of parent, 71
institutions, 56, 71
mental retardation, 56
neglect, abuse, exploitation, 37
number of cases, 3, 67, 149
State samples, 168
State variations, 3, 4, 72, 152
unmarried mothers, 64

race (10, 11, 129–139)
adoptive homes, 8, 97, 99, 133
conflict in parent-child relationship, 41
earlier studies, 132
emotional or behavior problems, 11, 38, 39, 138
foster care, 4, 77, 133
guardianship, need of, 11
institutions, 89
length of time served, 11, 138
marital status of parents, 11, 97, 99, 133, 135
mental retardation, 50
neglect, abuse, exploitation, 11, 31, 135
numbers in racial groups, 10, 131, 132, 133
parents, child with, 11, 107, 133
relatives, child with, 113
State and national samples, 164
State variations, 10, 132, 133
unmarried mothers, 57, 58
Railroad Retirement benefits, 12, 144, 145
reading difficulties, 27
referrals (146–148)
conflict with law, 31
courts, probation officers, police, 12, 30, 31, 60, 146, 147, 148
guardianship, need of, 31
neglect, abuse, exploitation, 12, 30, 31, 148
other agencies, 12, 14, 31, 60, 61, 146, 147, 148
parents not married to each other, 12, 148
parents or relatives, 12, 30, 31, 58, 147, 148
protective service, 30
self-referred, 58
unmarried mothers, 58, 60, 61
unrelated persons, 12, 148
relatives, child with (113–116)
adoption service, 36, 93
after-care, 36
age of child, 113, 126
Aid to Dependent Children, 141
casework for child, 36, 47, 116, 175
conflict in parent-child relationship, 45, 47, 115
earlier studies, 104
emotional or behavior problem, 114
foster care, planning for, 90
illness of parent, 114
marital status of parents, 105, 113
neglect, abuse, exploitation, 24, 33, 36, 114
number of cases, 9, 104, 113
protective service, 36, 73
race, 113
unmarried mothers, 114, 116
residential treatment centers
age of child, 36, 40, 41, 89
conflict in parent-child relationship, 46
emotional or behavior problem, 39, 40
mental retardation, 51, 55
neglect, abuse, exploitation, 36, 38

number of cases, 6, 89
voluntary agency sample, 88
Ripple and Alexander study, 15

scholarship, need for, 28
services, classification of, 65, 66
services for unmarried mothers
definition of service, 64
living arrangements of mother, 64, 116, 119
number of cases, 3, 67
voluntary agency sample, 175
sex of children, 124
State and national samples, 1, 160–173
State variations
age of child, 9, 125, 126
Aid to Dependent Children, 140, 142
casework services, 72
confidence limits, 172
financial need, 22, 28
investigation for a court, 72
legal custody, 13, 149
problems, 28
protective service, 72, 75
public assistance, 12, 141
purchase of service or care, 3, 4, 72, 152
race, 10, 132, 133
State and national samples, 162, 168, 169
stepparents, 26, 107
studies, earlier, *see* earlier studies
supplementary services, 149–153, 168, 169

unemployment of father, 24
unmarried mothers (56–64)
age of mother, 56, 58, 89
Aid to Dependent Children, 62
conflict in parent-child relationship, 119
emotional or behavior problems, 119
foster care, 63, 64
group homes, 63
independent living arrangements, 25, 63, 119
marital status of parents, 62, 143
maternity homes, 6, 7, 63, 64, 89
number of cases, 2, 3, 24, 56
parents, living with, 63, 64, 108
public assistance, 61, 62, 143
race, 57, 58
referrals, 58, 60, 61
relatives, living with, 114, 116
services for, 3, 64, 67, 116, 119, 175
voluntary agency sample, 175

Veterans benefits, 12, 144, 145
voluntary agency functions, 175
voluntary agency sample, 1, 173–177

wage or work homes, 4
whereabouts of child (102–121)
classification of, 102–105
unknown, 104

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